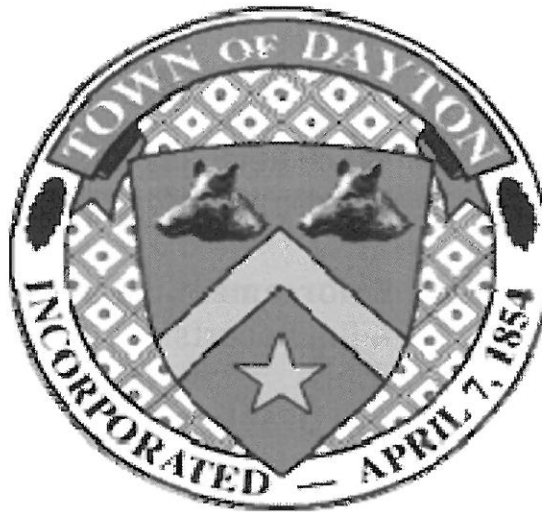


12/7/17

TOWN OF DAYTON, MAINE 2017 COMPREHENSIVE PLAN

Date: 2017



Prepared by Dayton Comprehensive Planning

Committee With Assistance From

Southern Maine Regional Planning Commission

Acknowledgements

This plan was completed over the period spanning September 2015 through June 2017. It would not have been possible without the dedicated volunteers who served on the Comprehensive Planning Committee or the work of Lee Jay Feldman of the Southern Maine Planning and Development Commission, the Town's Planning Consultant.

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TOWN OF DAYTON, MAINE
2017 COMPREHENSIVE PLAN

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Chapter 1 – Introduction

PURPOSE

Comprehensive Plan is a guide for managing all aspects of the town in the years to come. Its contents are based upon a balance of three factors: the needs and aspirations of the Town's citizens, information regarding past trends in the town, and the desire to mesh with the goals of other regional and statewide planning efforts.

This plan is intended to fulfill the requirements of the Maine Growth Management Act as expressed in Title 30-A §4324 of the Maine Revised Statutes Annotated (MRSA). Pursuant to this statute, this plan provides: (1) the basis for zoning and other land use ordinances; (2) the basis for town-wide capital improvements planning and budgeting; (3) the basis for detailed plans for housing, historic preservation, village center development, open space, recreation, transportation, town facilities and other public facilities and services in Dayton.

GEOGRAPHIC SETTING AND COMMUNITY CHARACTER

The Town of Dayton encompasses 18.5 square miles and is located on the west side of the Saco River immediately north of Biddeford. It is one of the smallest towns in York County in terms of area. The 1947 fire destroyed about 2/3 of town including the Town Hall and Elementary School but both have since been rebuilt at the Route 5 – Route 35 crossroads. This crossroads, while functioning as a community focal point because of the school and its playing fields, does not have a large enough concentration of houses or stores to be a village. There are parts of two 19th Century mill villages on streams shared with bordering towns: Goodwin's Mills on Swan Pond Brook at the Lyman line and Clark's Mills on Cook's Brook at the Hollis line.

Originally a rural lumbering and farming community constituting the southern part of the Town of Hollis, Dayton broke away in 1854 to form its own town. The pre-existing mill villages continued to serve the commercial and social needs of Dayton, though, so no large village developed within the town limits. The early 20th Century brought the automobile and thus easy commuting to Saco and Biddeford for commercial and social activities. Besides these two urban neighbors, Dayton residents now also commute to jobs and shopping in Sanford (10 miles to the southwest), Portland (20 miles to the northeast), and Portsmouth, NH (30 miles to the south).

Early Settlement

As with many Maine towns, the history of Dayton is closely interwoven with the lumber industry and the various mills that served the area's commerce and citizens.

Captain Richard Vines, the first European settler in this area, purchased a tract of land extending eight miles inland from Biddeford. In 1659, this land was then sold to Major William Phillips, a lumberman.

The first settler of the Little Falls Plantation, John Gordon, set an example of strength, industry and courage that is still remembered today. Leaving his home in Biddeford in 1753 when he was 19 years old, Gordon began clearing land not far from Boiling Spring. A powerful man who stood six feet four inches tall, he interrupted his work to join the Louisburg Expedition to Canada when an Indian war threatened. He returned to clearing after the Peace of 1759. An excellent farmer, he lived to the age of 94. His grave is on land that he once cleared near the Buzzell Road.

Settlers were attracted to the Little Falls Plantation because of the abundance of fine timber. In 1782, Nathaniel Goodwin built a mill in a heavy growth of pine on Swan Pond Creek at a steep falls. Goodwin's Mills quickly became the leading business center of the Plantation. More than a century later, after settlers had cleared more land and planted crops, Sylvester Hill operated a combined threshing, grist and sawmill at Goodwin's Mills. In 1806, Stephen Hopkinson, Nathaniel Dunn and Nathaniel Cane built a mill at Union Falls on the Saco River on a tract of land purchased from John Smith, 2nd. A dam was built the following year but it and additional sawmills, subsequently built, were all swept away in the freshet of 1837. Into the 20th Century periodic flooding of the Saco River has removed a number of dams and bridges, the last in 1938. In 1949 the Central Maine Power Company built the sturdy cement Skelton Hydroelectric Dam at Union Falls, which also provides some flood control. To this day Skelton Dam contributes power into the CMP electrical grid and provides an upstream recreational pool used by residents and visitors for swimming, boating and fishing.

Local Government

In 1798 the Little Falls Plantation area was incorporated as the Town of Phillipsburg, named after Major Phillips. The inhabitants came to feel that the name was too long to write and too hard for the young ones to pronounce. In 1810 the name was changed to Hollis. With a gradually increasing population requiring 45 highway districts, 23 school districts and 56 surveyors of wood, bark and lumber, Town government became too large and residents of the southerly part of Hollis sought to become incorporated as a separate town. After two unsuccessful attempts at separation, an Act of the State Legislature on April 7, 1854 designated the part of Hollis south of Cook's Brook as a separate town. This new town was named Dayton in honor of Thomas Day, who petitioned the Maine State Senate for the Town's incorporation. The Act of Incorporation became effective May 2, 1854.

LOOKING BACK TO 2004

As visionary documents, comprehensive plans must be completed with many assumptions about the future in mind. The Town of Dayton completed a Comprehensive Plan in 1991 but it was never adopted by the Town. In 2004 the plan was updated and adopted by the Town but never received State approval. Despite this fact, the 1991 and 2004 Plans contain a great deal of information that is useful for the 2017 plan, as they presented a number of such assumptions regarding the supposed future of the Town. As Dayton embarked on creating a plan from 2017 forward, it was appropriate to revisit some of these key assumptions to understand how far the Town had come.

The points that follow summarize the key assumptions from the 2004 plan and then evaluate to what extent they were correct, and what changes need to be made in the 2017 Plan and into the future.

- **Population:** An increase of 750 persons was projected from 2000 to 2010, a growth rate of 42%, With the population reaching 2500 by 2015. Population growth rates would be highest in the age cohorts of 45-64 and 65+.
 - According to the 2010 census, Dayton grew at only 8.9% , adding 160 new residents. While there was substantial growth in the 40-50 age bracket, the 65+ bracket was actually the slowest growing of all.
- **Households:** The average household size was projected to continue falling, as was the Town's household income level relative to the county's income level.
 - Dayton's average household size declined from 2.83 in 2000 to 2.76 in 2010, but is still substantially higher than the county's average size of 2.47.
 - Dayton's median household income level was 110% of the County's in 2010 compared to 122% in 2000, and just 103% in 1990.
- **Labor Force and Economy:** Dayton was likely to continue to be a bedroom town for regional employment centers and to not develop much of an economy of its own.
 - This was the case when the 2004 Comp plan was written, and still holds true in 2017
- **Housing:** Dayton was projected to continue to be attractive to "monetarily secure households seeking a rural location but within commuting range" of the Biddeford and Portland areas.
 - Dayton added nearly 104 housing units from 2000-2010 a 16% increase in the housing stock, compared to a 56% increase in 2004.
- **Natural and Cultural Resources:** Some of the Town's areas that were most prone to residential growth were identified as being in areas with prime agricultural soils, thus threatening high-quality farmland. There are also threats to historic character in the Goodwin's Mills, Clark's Mills, Saco River corridor and Waterhouse/Murch Road area.
 - Most of the growth in Dayton in recent years has not been in areas with prime

- residential soil. However, most of the active farmland in Dayton is not on such soil, so this issue is not as critical as it seems.
- Historic areas have not been overwhelmed with development and their character remains largely intact. However, a lack of suitable building lots may affect these areas in the future.
- **Transportation:** Continued commuter traffic through Dayton caused by residents of other towns, and truck traffic using the Town's gravel pits would worsen traffic and road conditions on Routes 5 and 35.
 - The intersection of Routes 5 and 35 continues to be a dangerous one, and traffic has indeed worsened considerably; The State has plans to reconfigure the intersection of Routes 5 and 35. This is scheduled for Spring of 2018.
 - **Public Services:** The aging population was expected to drive demand for more adult recreational programs and facilities.
 - The population has not aged the way it was expected to, but growth in all age cohorts has led to growing demand for all types of recreational programs and facilities.
 - The Dayton Parks & Rec committee is continuing to expand current recreational programs and also to start new ones. This Committee has expanded the school playground equipment while adding new life to the existing structures.
 - A new Town Office was built in 2008, affording ample space for all departments. With a meeting room large enough to accommodate 123 people. Most meetings can be held at the new location which was not possible in 2004.
 - **Education:** The Dayton Consolidated School was only expected to reach 83% capacity by 2000, so no school facility issues were raised.
 - Faster than expected growth in the population of school-age children has driven rapid enrollment increases and the school is now over capacity. Although still an issue in 2016 it has slowed to the extent where it is no longer a crisis. A facilities study is planned for 2017-18, to decide the course of action for school needs in the future.
 - **Fiscal Capacity:** Rapidly rising property valuations allowed the Town to lower the tax rate substantially during the 1980s, but this trend was expected to cease, thus leading to pressure to increase the tax rate in the 1990s.
 - Property tax rates did rise in the 1990s, reaching more than \$18.00 per \$1,000 in valuation in 2000, and reaching a peak in 2014 at \$20.85. Although dropping slightly in 2015 to \$20.77 the high tax rate is a concern of all residents.
 - **Land Use:** The Town had ample land resources to accommodate the estimated 340 acres of newly developed land that was thought necessary to accommodate demand for development from 1990 to 2010.
 - The amount of land in residential use in Dayton grew by 760 acres between 1991 and 2004—nearly twice the amount projected as needed through 2010.

- Growth has since slowed to a more manageable pace, and is expected to remain this way for the immediate future.
- Though there is still an ample amount of undeveloped land in Dayton, there are mounting concerns about the loss of rural character that may result from continued development.

In summary, the 1991 and 2004 plans foresaw growth occurring at a far slower rate than what actually occurred in Dayton. Fortunately, the plan looked at the year 2010 as a target date, and thus many of its goals and strategies were aimed at planning for 20 years of growth. The only problem is that the amount of growth foreseen to occur over 20 years already occurred within 10 years.

This plan therefore must take into account the myriad changes that the Town has already experienced since 1991.

In addition to revisiting these old assumptions, many new assumptions needed to be made to guide the formation of the 2017 plan update. The following section presents a summary of the concerns that are likely to face the Town of Dayton over the next decade and beyond.

LOOKING AHEAD: PROSPECTS AND TRENDS

From 1990 to 2003 the Town of Dayton experienced a rate of growth that was far more rapid than could have been anticipated. As a result, Dayton in 2004 had more people, more schoolchildren, greater demands for public services and less land available for development than was foreseen in the early 1990s. Dayton experienced steady growth between 2004 and 2010, then leveled off in 2011. From 2011 through 2015 growth slowed considerably.

Through this the town of Dayton's character has remained relatively intact. Dayton is still a close-knit and attractive community that maintains its rural identity. Dayton still retains its traditional business base of agriculture and gravel extraction. It is still a safe and family-friendly community located within easy commuting distance of Portland, Biddeford and other regional employment centers.

While Dayton's identity is still in good condition, the very traits that make Dayton attractive to new and longtime residents alike threaten its future. Dayton's residents value its quiet rural charm, and many have come to the Town from more urban areas of Maine seeking just that. However, as more and more people move to Dayton, the continued conversion of open land to suburban-scale housing takes away from the rural charm.

Perhaps more importantly, the combination of rising property values and growing demand for public services is leading to property tax bills for many longtime residents that they may not be able to afford in the near future. This issue simply cannot be avoided by the Town of Dayton. The Town must make difficult decisions in the years to come if it hopes to control

its property taxes. The points below summarize more specific predictions regarding Dayton's future. These points underpin the Comprehensive Plan as a whole.

Demographic Trends:

- Dayton will continue to grow, but at a slower pace than from 2000-2010. Population growth will be driven mainly by well-educated and affluent professionals with children living at home, though there will be some demand from those aged 55 and up without children.
- Dayton was expected to add about 750 new residents between 2000 and 2015. The Town's 2015 population would exceed 2,500—roughly five times what it was in 1970! In reality the population from 2000-2010 only increased by 160 new residents, to 1965, a 9% increase compared to a 64.2% increase from 1990-2000. Looking ahead, the population is expected to reach 2,040 in the year 2020. An increase of only 75 new residents.

Housing Trends:

- Housing prices will remain stable after the decline in new home sales after 2004, new homes will be limited to family divisions as the economy does not support new subdivisions.
- Demand for senior housing, multifamily housing, and special needs housing will be strong.
- Dayton added 90 new housing units between 2000 and 2010 far below the predictions in the 2004 Comp Plan. If the rate of growth continues at the current pace Dayton will add approximately 25 more housing units by 2020.

Economic Trends:

- Dayton will continue to be a commuter suburb to the Portland area, as housing prices along the coast remain unattainable for many working families.
- Dayton will remain largely a bedroom community, but it can offer some economic opportunities, particularly for service businesses and home occupations
- In 2007 Dayton adopted new Zoning regulations to follow the 2004 Comprehensive Plan guidelines. New Zoning Districts were created to direct commercial growth away from residential areas.

Fiscal Capacity:

- Unless its commercial tax base can be augmented, property taxes in Dayton will continue to increase in the future.
- Dayton has ample capacity to take on debt in the future, but its citizens have been reluctant to do so in the recent past.

Transportation:

- Commuting times of Dayton residents will continue to increase as more commuters travel outside of York County to go to work and regional traffic worsens.

- The Intersection of State Highway #5 and State Highway #35 is scheduled for reconstruction Spring of 2018. A Round-a-bout is proposed for this high crash intersection.

Public Safety:

- In 2012 The Towns of Dayton and Lyman took control of the Goodwins Mills fire Department, forming an inter-local agreement and thus dissolving GMFR Inc. At the same time a full time chief was hired. Over the next 3 years the Fire department transitioned to 24/7 coverage. The Towns of Dayton and Lyman will continue to work together to provide a quality fire/rescue department.
- Dayton does not have its own police department, but relies on the Maine State Police for coverage in the area.

Education:

- In 2009 the town of Dayton joined with the Town of Old Orchard Beach, and the city of Saco to form R.S.U. #23. After 3 years of continued tax increases the Town voted to withdraw from the R.S.U. and form its own SAU, teaming up with the city of Biddeford for administrative duties.
- School enrollment has stabilized of the past few years and should remain level for the immediate future. The modular is serving the town sufficiently at this time, however the residents need to look at a long term solution to remove this building.

Town Facilities and Services:

- In 2008 The town of Dayton constructed a new Municipal Building to replace the outdated and overcrowded building. This was done using volunteers to help keep costs down. The new Town Office has a meeting room that will accommodate 123 persons thus allowing most meetings to be held at this location. This new building is designed to allow for future expansion if necessary, however it is sufficient to serve the Town for many years to come.
- Dayton's recycling program needs strengthening to raise the Town's recycling rate. In 2014 the town switched to curbside pick-up for recycling materials hoping to increase the recycling rate, however we are still well below where we should be.
- The community desires a stronger base of recreational and cultural programs in Dayton. With a newly formed Parks and Rec. Department in 2015, new programs are already taking place, along with fresh ideas to expand the existing programs.

Natural Resources:

- Dayton must work to protect its most valuable natural areas, particularly the area along Runnell's Brook between Hollis Road and Route 35. This area, which contains signifi-

cant wetlands and wildlife habitat, is one of the largest contiguous, undeveloped areas in Dayton.

- In 2007 this area was re-zoned as critical resource protection which includes increased lot sizes (5 acres).
- Dayton has a very small inventory of soils suitable for septic systems. The Town may want to investigate other means for subsurface waste disposal besides individual septic tanks.

Historic and Cultural Resources:

- Historic homes and structures in the Goodwin's Mills area, along the Saco River and along Waterhouse and Murch Roads may be threatened by future development pressure.

Land Use Trends:

- New residential development has been scattered throughout the Town with little organization and will continue to do so without stronger growth management.
- Mirroring past trends, less than half of Dayton's new housing development is expected to be in subdivisions and the remainder on single lots.
- Only 2,000 of Dayton's roughly 9,000 undeveloped acres are under any sort of protection and much of the Town's rural area may be subject to future development pressure.

THE PLAN: EXECUTIVE SUMMARY

As Dayton continues to face growth pressure, it must face up to many sobering realities, including:

- * The lack of a non-residential tax base is driving up the residential property tax burden.
- * Very little of Dayton's undeveloped land is under strong protection from development.
- * Car and truck traffic generated by residents and businesses from other towns are contributing to access and safety problems within Dayton.

In response to these issues, the Dayton Comprehensive Plan Committee worked diligently between September 2015 and June 2017 to update the 2004 Comprehensive Plan that would set a course for addressing these issues. Meeting monthly throughout this time frame the Committee focused on creating a clear strategy that addressed these issues in a sensitive and coherent manner. This Committee sent out a survey to gather input from property owners in Dayton. Using this information, along with known issues, The Committee created a vision for the future of Dayton.

- The vision statements created and refined by the Committee produced five value statements regarding the heart of what Dayton is all about. These statements are as follows:
- Dayton's unique rural character is maintained and protected.
- Growth management programs control development while respecting private property rights.
- The tax base grows in a manner that protects rural character and the viability of existing and new businesses. The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens.
- Diverse housing development allows people of all ages and needs to live in Dayton.

These vision statements were then used by the Committee as the foundation for the goals, objectives and strategies for each of the four plan elements:

1. Housing and Economic Development
2. Public Facilities and Services
3. Natural, Historic and Cultural Resource
4. Land Use

A key challenge faced by the committee was that many of the vision statements seemingly presented contradictory questions. "How can we control development while respecting property rights?" and "How do we grow tax base without sacrificing rural character?" were two questions that were asked many times in committee meetings.

The responses to these questions focused on thinking about planning and managing growth in non-traditional ways. In the past managing growth was done largely by zoning—the restriction of uses, lot sizes and dimensions based on location within the Town. While zoning undoubtedly has its place in keeping incompatible land uses from impacting each other, protecting Dayton's unique rural character would require more creative thinking.

The Comprehensive Planning Committee thus embarked on creating a plan that emphasized incentives and flexibility. The ultimate goal of this approach was to achieve the public purposes of the plan—protecting rural character, building tax base, controlling the pace and location of growth—while giving property owners options when making decisions about how to use their land.

This broad guideline was at the heart of the development of goals and objectives for the Dayton Comprehensive Plan. In the context of this plan:

- A **Goal** is a statement that reflects an outcome. For example, “Rural character is preserved” or “Tax base is expanded and diversified.” It focuses on the “what.”
- An **Objective** is a statement that reflects the process of achieving a goal. For example, “Amend ordinances to limit development in rural areas” or “Offer economic incentives for commercial development.” It focuses on the “how.”

The goals and objectives for each of the four plan elements are as follows:

Housing and Economic Development:

Housing Goal: Diverse housing development allows people of all ages to live in Dayton.

Policies:

1. Continue to promote Cluster Housing in growing areas of Dayton
2. Enact flexible standards for accessory and multi-family dwellings
3. Encourage development of senior housing and assisted living units

Economic Development Goal: The tax base grows in a manner that protects rural character and the viability of both existing and new businesses.

Policies:

1. Encourage home occupation businesses
2. Limit intensive commercial and industrial development to appropriate areas
3. Explore ways to build tax base through regional cooperation
4. Ensure long-term stability of existing businesses
5. Attract new business investment by local entrepreneurs
6. Encourage new businesses through the use of TIF districts

Public Facilities and Services:

Transportation Goal: To ensure safe and effective means of access within the Town of Dayton in a manner consistent with desired development patterns.

Policies:

1. Provide safe and adequate roads in areas designated for growth while maintaining the rural character of town roads.

2. Coordinate with Maine DOT on the design and scheduling of improvement projects on state and state-aid roads.
3. Implement a roadway management system for the locally maintained roadway network to plan for, prioritize and finance improvement projects.
4. Monitor the condition of the three (3) bridges in Dayton for which the community has maintenance responsibility.
5. Discourage the construction of traditional sidewalks in an effort to preserve rural character. Instead support the construction of paved shoulders and/or paved or crushed stone pathways for use by pedestrians and bicyclists.

The following example illustrates rural pathways described in Policy #5:



Pathway built as paved shoulder



Pathway built as off-road facility

Town Facilities and Services Goal: The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens

Policies:

1. Ensure that town government spending grows at a sustainable rate.
2. Achieve cost efficiencies through stronger regional cooperation.
3. Maintain and expand recreational programs and facilities for residents of all ages.
4. Maintain Dayton Consolidated School as the focal point of the community.
5. Maintain and expand Town services to serve a growing and changing population base.

Natural, Historic and Cultural Resources:

Natural Resources Goal: Acknowledge, maintain and protect the Town's natural resources and rural character in a manner that respects private property rights

Policies:

1. Set land use policies that minimize development in areas of critical environmental concern while respecting property rights
2. Minimize impacts on natural resources and rural character in non-growth areas
3. Work to conserve land containing critical natural resources

Historic and Cultural Resources Goal: Acknowledge, maintain and protect the Town's historic and archaeological resources, both residential and non-residential, as part of Dayton's rural character

Policies:

1. Expand inventories of historic and archaeological resources
2. Support efforts to preserve and enhance historical sites
3. Improve visibility of historic resources
4. Work with Historical Preservation Committee to locate all cemeteries in Dayton

Land Use:

Land Use Goal: Control the pace and location of future development and maintain and protect rural character while respecting private property rights.

Policies:

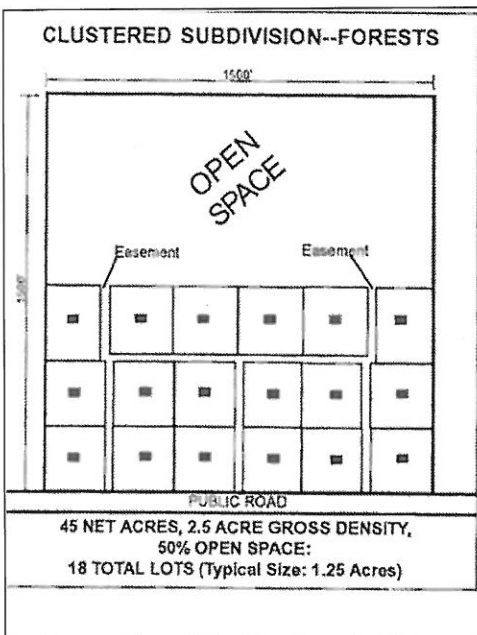
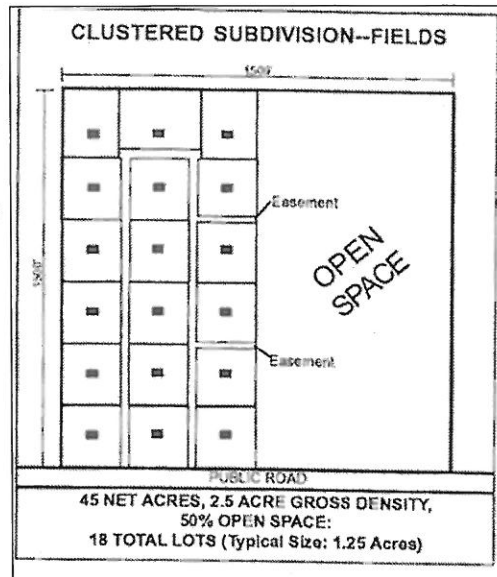
1. Concentrate growth around existing centers.
2. Enact regulations that strongly encourage clustering in rural areas.
3. Minimize the exposure of structures to flooding, wildfire and other hazards.
4. Review Land Use Ordinances and update as needed.

The Rural Fields and Rural Forests districts are set up to achieve the plan's goal of protecting rural character while preserving property rights. In these two districts, landowners seeking to develop their properties are given a strong incentive to preserve land through the use of clustering. A clustered development in these areas can allow a landowner to develop as many as twice as many lots as a non-clustered development, so long as at least 50% of the total lot area remains undeveloped.

The two districts have identical dimensional and use Provisions but they differ from each other in terms of how clustering must be approached. In the Rural Fields district, the goal is to preserve the Views of open fields found along the roads in the Southeastern part of town (Route 5, Hollis /River Road, Buzzell Road, Waterhouse/Murch Road, South Street, Etc.) Thus clustering in this district must be done in a Manner that preserves views of fields from existing Public road frontages.

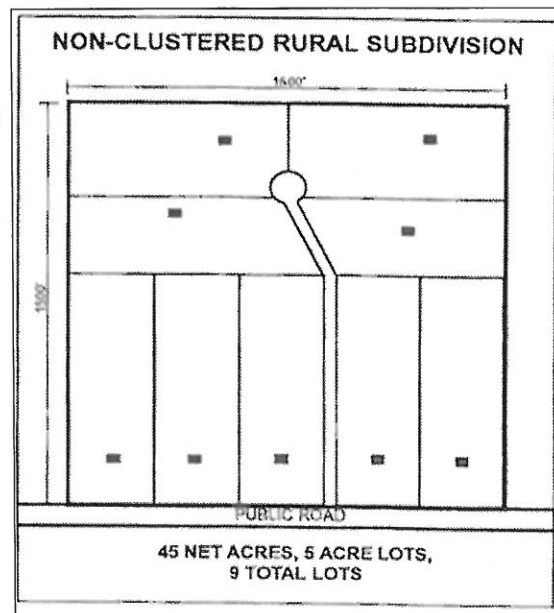
*The diagrams on page 13 illustrate how clustering works in the Rural Fields and Rural Forests districts.

In the Rural Fields District, the goal is to preserve the views of open fields found along the roads in the Southeastern part of town (Route 5, Hollis /River Road, Buzzell Road, Waterhouse Road/Murch Road, South Street, etc.). Thus, clustering in this district must be done in a manner that preserves views of fields from existing public road frontages , as illustrated to the right.



In the Rural Forests District, the goal is to maintain Back land in forested areas for recreational uses such as snowmobiling and horseback riding. Clustering in this district therefore needs to be done closer to existing frontages in order to protect backland from development as shown to the left.

A non-clustered development in either of these two districts requires a minimum lot size of five acres. Such a development is shown to the right.



Chapter 2 –Housing and Economic Development:

DEMOGRAPHIC PROFILE:

The starting point for updating the Comprehensive Plan is to take stock of demographic and economic conditions. This section summarizes trends and profiles of Dayton's demographics and its economic situation.

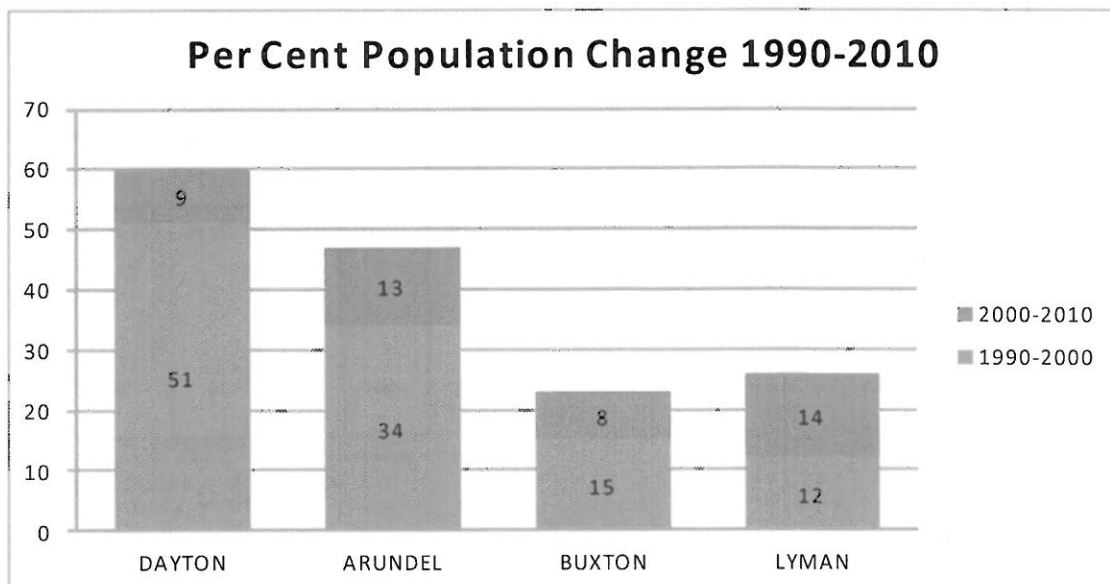
Population Growth:

From 1970 to 2000, the population of Dayton more than tripled, growing from 546 residents in 1970 to 1,805 in 2000. Growth from 2000-2010 was more sustainable with only 160 new residents, and an anticipated population of 2040 through the year 2020. While Dayton added about 600 people from 1990 to 2000, Arundel added about 900, Buxton nearly 1,000 and Saco more than 1,600.

Population growth in Dayton was significantly less than foreseen in earlier projections. Population predictions from the 2004 plan envisioned a population increase of 591 persons from 2000 to 2010.

Dayton Population, 1970-2010

Year	Population	Change	% Change
1970	546		
1980	884	336	62%
1990	1,197	315	36%
2000	1,805	608	51%
2010	1,965	160	9%



Population projections from the 1991 plan envisioned a population increase of 293 persons from 1990 to 2000, a growth rate of 26%, resulting in a 2000 population level of 1,490. These projections foresaw the Town's 2010 population as being 1,850; its actual 2000 population was nearly that much at 1805. After the housing boom in the 90s new development slowed significantly, and the population in 2010 was 1965 an increase of 9% from 2000 to 2010. 115 new residents over what was predicted in the 1991 Comprehensive Plan.

Three of the most appealing traits that attract home buyers to Dayton.

First: It is a very rural town that is within easy commuting distance of all of Southern Maine's employment centers—Portland, Biddeford and Sanford—thus making it attractive to those looking for larger lots and more seclusion.

Second: Dayton is historically a farming town and therefore has a great deal of cleared land for development.

Finally: Unlike many other towns in York County, Dayton has not yet experienced much commercial strip development so its rural character remains intact.

Age Profile:

The age composition of Dayton has also changed. The median age in 2000 was 34.6 and it is now 40.5 a modest increase of 5.9 years. By comparison York County's median rose by 5 years, from 38.5 in 2000 to 43 in 2010.

The minor increase in median age was Due to the fact that the younger age brackets in Dayton grew at much slower rates than expected. The number of Residents under the age of 19 dropped from 565 in 2000, to 548 in 2010 A decrease of 3%. Only 28% of Dayton's residents are under the age of 19. As with the rest of York County, Dayton did experience an increase in the 35 - 64 age group, with this age bracket increasing its share of the Town's population from 42% in 2000 to 49% in 2010 . The increase in persons aged 65 or older was just 41 . This age bracket only accounts for 9.5% of the Town's total population. Countywide, more than 14% of all residents are 65 or older.

Numeric Totals	2000	2010	Number	Percent Diff.
Under 5	167	100	-67	-40%
5-9	154	114	-40	-26%
10-19	244	334	90	36.8%
20-34	347	254	-93	-26.8%
35-54	602	722	120	19.9%
55-64	150	259	109	72.6%
65+	141	182	41	29%
Total	1805	1965	160	8.8%
Percentage Totals	2000	2010		Percent Diff.
Under 5	9.3	5		-4.3%
5-9	8.5	5.8		-2.7%
10-19	13.5	16.9		3.4%
20-34	19.2	12.9		-6.3%
35-54	33.3	36.7		3.4%
55-64	8.3	13.2		4.9%
65+	7.8	9.2		1.4%

Educational Attainment:

The education level of Dayton residents improved from 2000 to 2010. In 2000 90.4% of the Town's adult population had a high school diploma and 17.6 were college graduates. By 2010, 91.9% of the adult population had a high school diploma while the percentage of adults with a bachelor's degree or higher remained the same at 17.6%.

As of 2010 Dayton had a higher rate of high school graduates than either York County (90.1%) or the State of Maine (91.3%), but a substantially lower rate of college graduates. York County had 26.7 while the state had a college degree attainment rate of 28.4, while Dayton only attained 19.1 percent with college degrees.

Seasonal Population:

Unlike many of its neighboring towns, Dayton has virtually no seasonal housing units. According to 2010 Census data, there are just twelve seasonally occupied units in Dayton, or just 1.2% of the total housing stock. Thus, seasonal population variations in Dayton are negligible.

In neighboring Lyman, which has many ponds, there are 347 seasonally occupied housing units. Biddeford and Saco, each of which has miles of coastline, have several hundred seasonal units apiece as well. The reason for the lack of seasonal units in Dayton is that it has no coastline nor does it have any lakes or ponds of any size.

Future Population Growth Scenarios:

The State Planning Office (SPO) has developed a population forecasts for use in Comprehensive Plans. Its projections are as follows for Dayton:

2010 Population	<u>2017</u>	<u>2022</u>	<u>2027</u>	<u>2032</u>
1965	2061	2111	2152	2180

The projected change from 2010 to 2032 represents an increase of about 215 residents; an 11% growth rate. This projected rate is not much higher than the actual rate of growth from 2000 to 2010 during which Dayton's population increased by 9%.

A final consideration is that the birth rate in Maine is at its lowest point in more than 100 years. The decreasing birth rate has led to a decline in statewide school enrollments and an increasing tilt to the older parts of the population. If, as the saying goes, "demography is destiny" then three trends are likely to occur in Dayton as a result of the falling birth rate: the population will continue to age, the average household size will continue to diminish, and school enrollments will decline.

Dayton's school enrollments have been on the decline, as these children move through the school system and birth rates decline, a continued increase in households may not translate into increased school enrollments in the future.

ECONOMIC PROFILE

Income Levels 2010 Census

Income Data:

Income levels in 2010 for Dayton were above the state and county for median household income but lower than the County in median family income. Dayton's median household income level of \$60,625 places it almost \$5,000 above the county median.

Dayton's per capita income level is not nearly as strong, though, at \$26,369. This is actually lower than the county's per capita level of \$27,225 and only very slightly higher than many of its neighbors.

Town	Per Capita Income	Median Household Income	Median Family Income
Arundel	\$27,203	\$61,266	\$67,100
Biddeford	\$23,988	\$42,752	\$53,442
Buxton	\$26,783	\$55,999	\$61,425
Dayton	\$26,369	\$60,625	\$63,466
Hollis	\$25,159	\$57,536	\$64,730
Lyman	\$25,023	\$67,105	\$67,667
Saco	\$26,882	\$58,068	\$70,071
York County	\$21,225	\$43,630	\$51,419
Maine	\$27,332	\$48,804	\$61,824

Source: 2010 U.S. Census

Looking at income levels by category, Dayton's households are very strongly concentrated in the middle to upper-income ranges. As the table below shows, 74% of the town's households earn between \$35,000 and \$100,000 per year, and just 17% earn less than \$25,000 per year.

In the neighboring city of, Biddeford, more than 15% of households earn less than \$15,000 per year.

Households by Income, 2010 Census:

	Dayton	Arundel	Biddeford	Hollis	Buxton	Lyman	Saco
Under \$15,000	4.1%	6.7%	15.7%	8.6%	5.9%	6.4%	9.0%
\$15,000-24,999	13.8%	8.7%	12.7%	10.5%	10.2%	11.1%	7.9%
\$25,000-34,999	7.7%	6.1%	10.1%	13.2%	7.7%	7.6%	8.3%
\$35,000-49,999	17.2%	14.5%	18.0%	8.8%	21.6%	12.5%	15.8%
\$50,000-74,999	20.3%	28.6%	16.5%	29.4%	23.1%	21.6%	25.0%
\$75,000-99,999	17.5%	11.4%	14.7%	15.1%	12.1%	22.7%	16.4%
\$100,000+	19.4%	24.0%	12.3%	14.4%	12.9%	15.5%	17.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: U.S. Census of Population and Housing

Employment Base:

Dayton is a primarily residential town with a very small employment base. In 2014 there were 38 employers in Dayton, according to the Maine Department of Labor, employing just 164 people. Employment has increased by about 63% in Dayton since 1990, when 105 people worked within the town's limits. As discussed in Chapter 1, Dayton lacks a historic village center and thus has very few established commercial operations.

Although employment is minimal in Dayton, approximately 1260 of its residents were in the labor force as of 2016. Most of these workers must commute outside of Dayton to work. About half of these out-commuters work elsewhere in York County, particularly in Biddeford and Saco and most others in Portland and its surrounding towns in Cumberland County.

Dayton is part of the Biddeford Economic Summary Area (ESA), as defined by the Maine State Planning Office. Biddeford, along with the neighboring city of Saco, forms the largest employment center in York County, with nearly 17,000 jobs as of 2015. In all, the seven-town ESA had a 2015 employment base of 20,330 jobs. Employment in the ESA has dropped, losing about 9,000 jobs in the period from 2000-2015.

Job growth has slowed in the Portland Metropolitan Statistical Area (MSA) as well. The Portland MSA added about 20,000 jobs from 1995 to 2000, but only about 5000 new jobs in the years from 2004-2014.

Commuting Patterns:

Despite its historic identity as a rural farming town Dayton continues to be a bedroom suburb whose residents commute out of town, primarily to the Biddeford and Portland areas. From 2000 to 2010 the number of Dayton commuters increased by only 12% from 977 to 1097, a numeric increase of 120 people. The mean commute time for Dayton workers dropped slightly from 30.3 minutes in 2000 to 29.4 in 2010. In 2000 33% of Dayton commuters traveled less than 20 minutes each way to work. But by 2010 that number had dropped to 22%. The share of commuters traveling 45 minutes or more increased from 14% to 16.7%. Some of this increase may be due to the introduction of the Amtrak Railway, making it easy to commute in and out of Boston and surrounding areas.

HOUSEHOLDS AND HOUSING DATA

Household Trends:

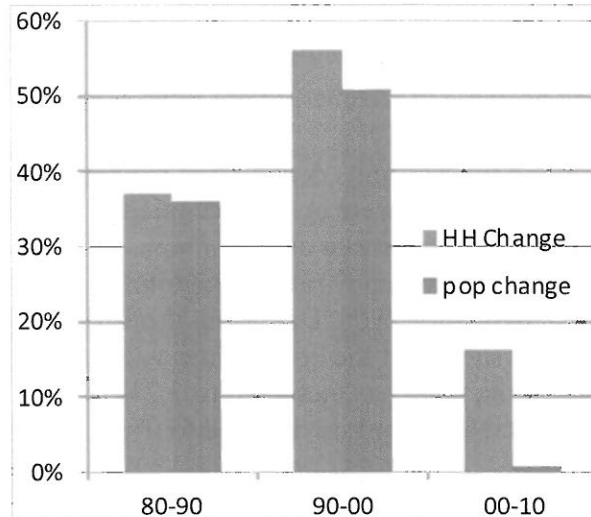
Accommodating the population increase of 160 persons from 2000 to 2010 in Dayton required a net change of 104 households, an average of 1.53 persons per new household added. This was a much lower average size of new households than in 2000 but still slightly higher than the neighboring town of Hollis. For example, the new population to new household ratio in Hollis was just 1.03. This is a clear indication that families without children represent the dominant share of the new households coming to Dayton.

Household Data for Dayton

Year	1970	1980	1990	2000	2010
Number	167	298	409	638	742
Change		131	111	229	104
Change %		78.4%	37.2%	56.0%	16.3%

Source: U.S. Census of Population and Housing

The resulting decline in average household size was less pronounced in Dayton than in most other towns around it. Dayton's average household size declined from 2.83 persons in 2000 to 2.76 in 2010. During the same decade, Hollis saw its average household size drop from 2.7 to 2.56. The chart to the right compares Dayton's population and household growth from 1980 to 2010. Household growth and population growth were pretty even in the 80s however since that time they have started growing apart with Household growth increasing faster than population growth.



Housing Unit Trends:

The net change in housing units in Dayton from 2000 to 2010 was nearly equal to the net change in households, as the town added 170 new units during the decade, a 25.6% increase from the 2000 base of 663. This was higher than the housing growth rate in the surrounding region, which saw its housing inventory grow by 11% during the decade, as shown on page 20.

Housing Unit Change, 2000-2010:

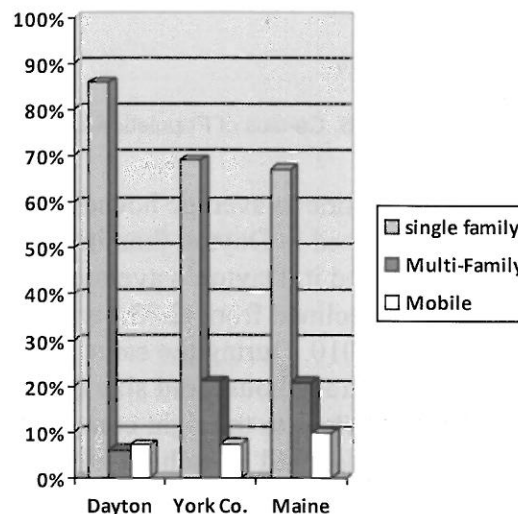
Town	2000	2010	Numeric Change	% Change
Arundel	1,415	1,692	277	19.6%
Biddeford	9,631	10,064	433	4.4%
Buxton	2,930	3,301	371	12.6%
Dayton	663	874	211	31.8%
Hollis	1,592	1,801	209	13.1%
Lyman	1,749	2,067	318	18.1%
Saco	7,424	8,508	1,084	14.6%
Total	25,404	28,307	2,903	11.4%

Source: U.S. Census of Population and Housing

Dayton's housing stock is almost entirely comprised of single-family homes and mobile homes. These two housing types account for 94% of the units in Dayton, with single-family units representing 87.4% and mobile homes representing 6.8%. The remaining 6% of units are multi-family units. So, of the 874 units in Dayton, only 50 are structures with two or more units. Dayton's housing profile is compared with York County's and Maine's in the chart to the right.

Among the 833 units occupied in Dayton as of 2010, 686 were owner-occupied—a homeownership rate of 82%. The housing vacancy rate in Dayton has increased since 2000. Data from the 2010 Census show that the homeowner vacancy rate in the town has increased to 3.7% while the rental vacancy rate dropped to 0%.

Housing Type Comparison



A large number of recent migrants to Dayton have been over the age of 45. Though these households are presently content with single-family homes, as their occupants age, there will likely be a need for housing units aimed at senior citizens. Senior housing can include units for people in all types of health conditions, ranging from active retirement communities to age restricted rental units to assisted living and nursing homes.

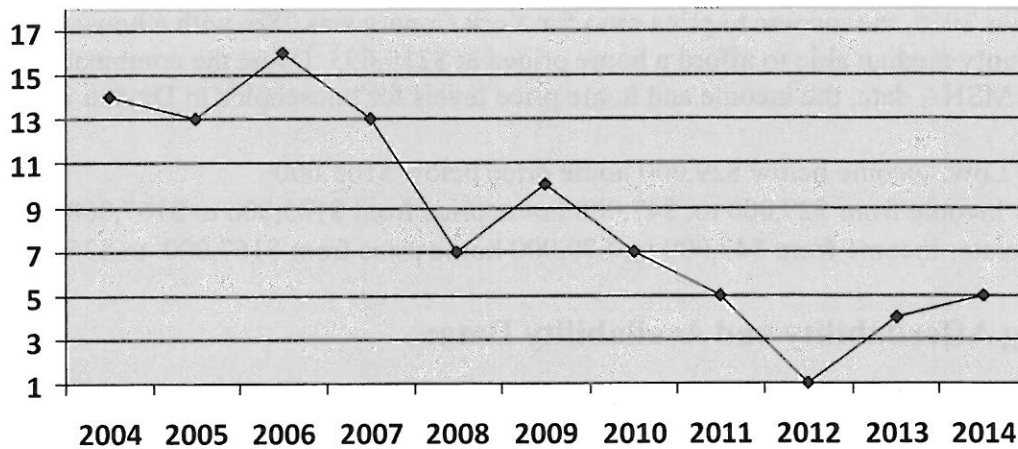
Residential Construction:

The above data on housing unit change came from records kept in the office of the Building Inspector. According to Town of Dayton data, there were a total of 95 residential building permits issued in Dayton between 2004 and 2014, an average of slightly over 9 per year.

In the years 2004-2008 the average number of new dwellings was 14. From 2008 to 2014 the number of new dwelling units failed to make it out of the single numbers, with the exception of 2009 when 10 new homes were built.

The chart on the next page shows building permit activity in Dayton from 2004 through 2014.

Residential Building Permits 2004-2014



Projected Housing Growth:

To translate population growth into housing growth for the 2015-2030 period, applying the 2015 average household size of 2.76 to the expected population growth of 133 persons and results in a projection of 48 new units from 2015-2030.

AFFORDABLE HOUSING NEEDS ANALYSIS

This section evaluates Dayton's current and future needs for affordable housing. The basic premise of the section is that the Town of Dayton intends to provide its fair share of the region's housing supply.

Definitions of Affordability:

The starting point for this analysis is to define affordability and examine how affordable or unaffordable Dayton's housing stock currently is. Affordability will be defined by a combination of HUD's definitions of very low, low and moderate incomes and Maine State Housing Authority (MSHA) data for the Town of Dayton and York County.

HUD's affordability definitions are tied to regional median household income levels:

- Very Low income is defined as below 50% of the regional median;
- Low income is defined as 50-80% of the regional median; and
- Moderate income is defined as 80-120% of the regional median.

As of 2015, York County's median household income level was \$58,311, so the 50%, 80% and 120% thresholds are applied to that figure (see below).

The next step is to define the relationship between household income and housing affordability. MSHA calculates this information for each municipality in Maine each year by using a formula that includes all of the costs of housing—mortgage amount, interest rates, property taxes, utilities, etc. For 2015, the income to price ratio for York County was 28% with a household earning the county median able to afford a home priced at \$210,693. Using the combination of HUD and MSHA data, the income and home price levels for households in Dayton are assumed to be:

- Very Low: Income below \$29,000 home price below \$103,000
- Low: Income from \$29,000 to, \$47,000 home price from \$103,000 to \$167,000
- Moderate: Income from \$47,000 to, \$70,000 home price from \$167,000 to \$250,000

Housing Affordability and Availability Data:

The Maine State Housing Authority (MSHA) conducts regular reporting on housing affordability for each municipality and region of the state. MSHA data show that, on the whole, York County has one of the least affordable housing markets in the state in terms of relationships between income and housing prices. As of the end of, 2015 MSHA's affordability factor for the county was .98, meaning that a household earning the county's median household income level (\$58,311) could only afford 98% of the purchase price of a home selling for the county's median home sale price \$215,000. The county's housing market is getting much less affordable: its affordability index was 1.07 as recently as 2014.

Housing affordability in Dayton is slightly better than that for the county as a whole, as it has an affordability factor of 1.31. Dayton's factor is due to higher incomes, as well as lower housing prices. MSHA reports that the median home sale price in Dayton in 2015 was \$211,343 about \$4,000 below the county median.

MSHA data show a median household income level in 2015 for Dayton of \$79,530. At this level, a household would be able to afford a home priced at \$276,734. So even with Dayton's high household income level, the gap between the median affordable price and the actual median sale price was still about \$65,000. For the whole county, the median affordable price was \$210,693 and the median sale price was \$215,000 a gap of about \$4,500.

Another statistic tracked by MSHA is the percentage of homes sold above the median affordable level in each town. For York County as a whole, about 61.5% of all units were sold above the median affordable level of \$210,693 in 2015. The share in Dayton of homes sold above the median affordable level in 2015 was much lower at 12.5%.

Current Affordable Housing Need—Gap Analysis:

The current affordable housing gap is measured by comparing Dayton's present population's income profile with that of York County. The central assumption in this analysis is that each community in the county should have an equal share of low to moderate income residents and thus bear its fair share of the region's affordable housing need. The following table compares 2015 Census data on very low, low and moderate-income households for Dayton and York County to illustrate where the gaps exist.

Source: US Census;

	Dayton		York County	
	Number	Percent	Number	Percent
Very Low (<\$29K)	181	20%	20,616	25.2%
Low (\$29-47K)	175	21%	15,123	18.5%
Moderate (\$47-70K)	169	20.2%	15,988	19.6%
Market (>\$70K)	308	38.8%	29,866	36.7%
Total	833	100%	81,593	100%

KEY FINDINGS: HOUSING AND ECONOMIC DEVELOPMENT

- Population growth in Dayton during the 10 year time frame from 2004 to 2014 slowed considerably from the housing boom in the 90's.
- New residents tend to be better-educated and more affluent than the pre-existing base of residents. The influx of affluent professionals has made Dayton's median household income the highest in its sub-region.
- Population growth in Dayton is expected to continue at a slow pace well into the future.
- Dayton is primarily a commuter town for the Portland-Biddeford corridor, as most working residents work in that area. With the addition of the Amtrak train service, traveling outside of the State is not uncommon.
- There is very limited rental housing stock in Dayton, as 82% of housing units
- are owner occupied.
- Housing construction in Dayton has slowed since 2004 with an average of 9.1 new homes per year over the 10 year time frame.
- Housing prices have been on a slow decline over the past 4 years, dropping from a median of \$249,700 in 2011 to \$232,900 in 2014.
- Dayton was expected to add about 750 new residents between 2000 and 2015. This translates to around 270 new housing units, equal to what housing growth would be if the Town reached its existing building cap of 18 units per year each year during that period.

A. HOUSING POLICIES AND STRATEGIES

State Goal: Encourage and promote affordable housing: seek a minimum of 10% of new housing as affordable.

Town Goal: Diverse housing development allows people of all ages and needs to live in Dayton.

Policy #1: Use cluster development to promote affordable housing in growing areas of Dayton

Strategy 1: Promote the use of cluster development provisions in Land Use ordinance

A strong cluster development program in Dayton will help the Town fulfill many of its needs: affordable housing, protection of natural resources, preservation of rural character, recreation and protection of property rights. Cluster development is an integral part of the Comprehensive Plan's recommendations, and many other recommendations throughout the plan follow on this strategy.

Responsibility: Planning Board

Time Frame: on going

Strategy 2: Continue to offer density bonuses for clustering in growth and rural areas to allow smaller lots and lower lot prices

See Land Use chapter for details

Strategy 3: Ensure that preserved land from clustering will be interconnected with other preserved land whenever possible

Cluster development is most effective at providing recreational opportunities and at protecting natural resources when the open spaces it creates are linked to other open spaces. It is therefore recommended that the cluster development ordinance contain a provision that states: "where possible, open spaces created by cluster development shall connect to other recreational land."

Responsibility: Planning Board

Time Frame: on going

Policy #2: Enact flexible standards for accessory and multi-family dwellings

Strategy 1: Allow accessory dwellings for immediate family members in all parts of the Town and do not count them as part of the overall density

Enacting this strategy will require defining an "immediate family member." The suggested definition is the same as the definition of "person related to the donor" from state subdivision law, which reads: "a spouse, parent, grandparent, brother, sister, child or grandchild related by blood, marriage or adoption."

Responsibility: Planning Board

Time Frame: on going

Strategy 2: Allow higher densities for multi-family development in growth areas

See Land Use chapter for details

B. ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES

State Goal: *To promote an economic climate that increases job opportunities and overall economic well being.*

Town Goal: *The tax base grows in a manner that protects rural character and the viability of both existing and new businesses.*

Policy #1: Encourage home occupation businesses

Strategy 1: Allow broad range of home occupations in all parts of town

Current ordinance language limits home occupations to “not more than two persons outside the family.” However, since the purpose of home occupation limits is to minimize impacts on residential areas, this limit could be raised. The recommendation is to allow up to five employees in home occupation businesses, as long as they are not retail businesses.

Responsibility: Planning Board

Time Frame: on going

Strategy 2: Ensure that dimensional standards in land use districts do not restrict home occupations

Maximum lot coverage for residential uses in Dayton’s rural areas is 5%, but is 10% for non-residential uses. Allowing home occupations to go up to the non-residential coverage limit potentially allows more flexibility for property owners who seek to have home occupations.

Responsibility: Planning Board

Time Frame: on going

Policy #2: Limit intensive commercial and industrial development to appropriate areas

Strategy 1: Restrict large-scale commercial and industrial development to growth areas

See Land Use chapter for details

Strategy 2: Allow only smaller-scale commercial, agricultural-related and light industrial development in rural areas

See Land Use chapter for details

Policy #3: Explore ways to build tax base through regional cooperation

Strategy 1: Invest in cooperative industrial park, either in Dayton or in another community

Two of the strongest sentiments expressed during the comprehensive planning process were concepts that appear to be at odds with one another: build commercial tax base and protect rural character. Many other rural communities in southern Maine face the same concerns as Dayton, but few have the transportation access and infrastructure necessary to conduct larger-scale business development activities. Dayton itself has no public utilities and limited transportation accessibility. A strategy that would allow Dayton to pool its resources with other similar towns for mutual benefit would be to develop a regional business park, in which many towns act as investors in a single development.

Responsibility: Board of Selectmen

Time Frame: 2018-2019

Strategy 2: Advocate for regional revenue and cost-sharing arrangements with other members of the Twelve Town Group

Responsibility: Board of Selectmen

Time Frame: Ongoing

Policy #4: Ensure long-term stability of existing businesses

Older businesses in Dayton may need to expand in order to survive. The two strategies listed under this policy are aimed at giving existing businesses an advantage in remaining competitive.

Strategy 1: Define “established businesses”

The suggested definition of an “established business” is: “any business enterprise that has been in continuous operation in the Town of Dayton for five (5) or more years.”

Responsibility: Planning Board

Time Frame: 2018

Strategy 2: Allow established businesses to expand by up to double the maximum size otherwise allowed for new businesses

To help established businesses expand they may need to be allowed to expand to a size that exceeds maximum lot coverage. As such, allowing businesses that have been in Dayton for more than five years to expand to as much as twice the maximum size for new businesses would give them more flexibility.

Responsibility: Planning Board

Time Frame: 2018

Strategy 3: Increase maximum square footage for businesses in growth areas

One of the central goals of this Plan is to direct commercial and industrial development to the growth areas defined in Chapter 5. Raising the allowable lot coverage for nonresidential uses in growth areas to 50% from the present levels would allow both existing and new businesses to develop to greater densities in these locations.

Responsibility: Planning Board

Time Frame: 2018

Policy #5: Attract new business investment by local entrepreneurs

Strategy 1: Create Tax-Increment Financing District and offer short-term reductions on property and equipment taxes to new businesses

Dayton's rising residential property tax burden is a primary concern of this Plan. In order to help attract businesses to the town, it is recommended that modest financial incentives be offered. To offer these incentives, it is recommended that the Town create a Tax-Increment Financing (TIF) district within its Mixed Use, and commercial/Industrial growth areas

The recommended incentives are in the form of short-term reductions in real property and business equipment taxes, with the abatement being pegged to the following sliding scale:

Year of Operation	Percent of Taxes Waived
1	25%
2	20%
3	15%
4	10%
5	5%
6 and after	0%

This incentive expires after five years. After that period, a business becomes defined as an established business (see Strategy II.A.4.2) and may expand beyond the maximum size for new businesses. Thus, the overall economic development program is aimed at attracting and retaining businesses.

Responsibility: Board of Selectmen

Time Frame: 2018

Strategy 2: Allow commercial uses as part of cluster developments in rural areas under certain conditions:

As part of the revisions to the cluster development standards, more flexibility is needed to allow commercial developments in appropriate locations. It is recommended that mixed use cluster developments be explicitly allowed in rural areas as long as the following conditions are met:

- Commercial parcels must front on existing public road
- Commercial parcels must be adequately buffered from residential uses and open spaces
- Commercial uses would still be restricted to uses otherwise allowable in rural areas

Responsibility: Planning Board

Time Frame: on going

Chapter 3 – Public Facilities and Services

One of the main reasons for conducting a comprehensive planning process is for a community to determine the best uses of its public resources. This section summarizes the inventory of public facilities and services of the Town of Dayton, as well as the Town's ability to take in and spend its revenues.

There are five sections within this chapter. The first, Fiscal Capacity, outlines the recent history of revenue and expenditure trends in Dayton, changes in assessment and tax rate, and the ability to take on debt for future capital investments. The remaining sections deal with the specifics of Dayton's existing situations regarding Transportation, Public Safety, Education, and Town Facilities and Services.

FISCAL CAPACITY

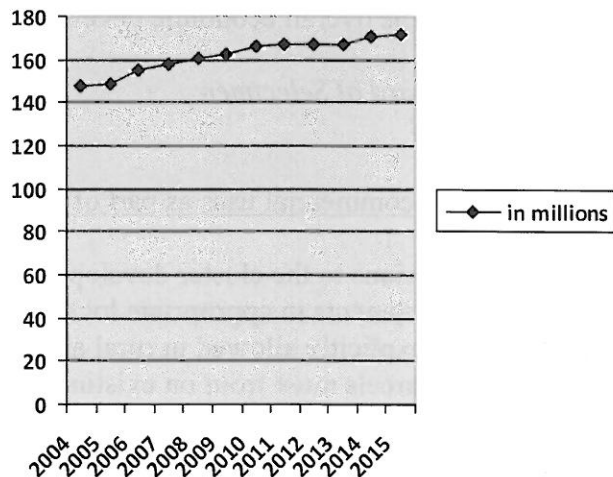
Introduction

Understanding the fiscal capacity of Dayton is critical to assessing its ability to accommodate and plan for future growth. This section examines recent trends and expected future changes in the Town's valuation, tax rate, public revenues and expenditures, and its ability to carry debt.

Real Property Valuation:

Real property valuation is calculated each year by both the State of Maine and the Town of Dayton. Maine laws state that the town must achieve a minimum assessment ratio of 70% and that a revaluation should be taken at least once in 10 years. The Town of Dayton's ratio is still above 70%. From 2004 through 2007 the real estate sales ratio went from 100% to 71%, stayed flat for a couple of years, then rose to a ratio of 92% in 2014. The trend is now reversing, with 2015's ratio at 90% and 2016 projected to be 87%.

Dayton Property Valuation, 2004-2015

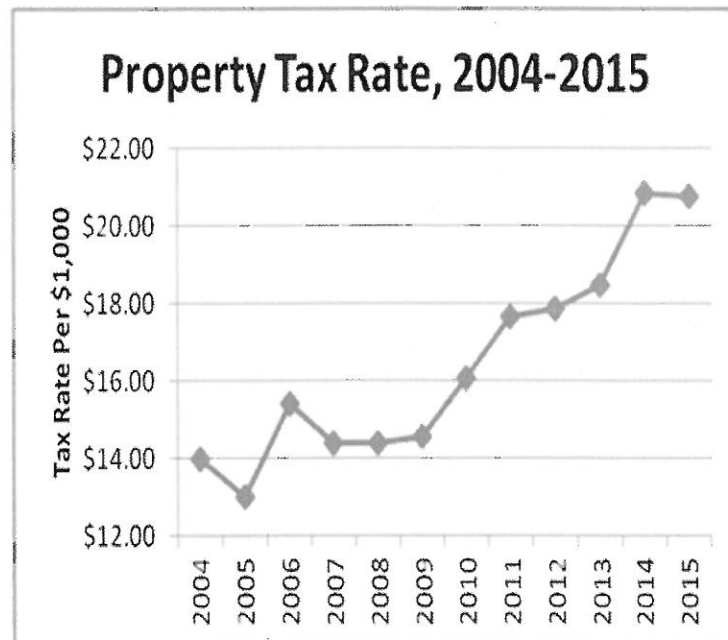


Dayton experienced steady growth between 2004 and 2010, then flattened out in 2011. From 2011 through 2015 growth was still basically flat. Any fluctuations in the numbers were affected by changes in the value for our largest taxpayer-Skelton Dam.

State Valuation for 2015 was \$197,100,000, while Dayton's Taxable Valuation was \$171,969,300. State Valuation went from \$125,950,000 in 2004 to a peak of \$213,350,000 in 2009. The projected 2016 State Valuation is \$209,150,000. It may be helpful to note that the State Valuation projections are compiled using valuations from the prior year (2014 valuations are used for the projected 2016 State Valuation).

Real Property Tax Rate:

The chart to the right shows Dayton's Real property tax rates for the period covering 2004 through 2015. Over those 12 years, the town's tax rate has fluctuated considerably, from a low of \$13.00 per \$1,000 in taxable valuation in 2005 to as high as \$20.85 in 2014. Many factors contributed to the increase in the tax rate, including rising costs and slower growth.



Full Value Tax Rate:

The municipal real property tax rate set by a town is a reflection of many factors, including property value change, spending priorities, inflation, policy decisions, state and federal aid, and public perception. Because the tax rate of a town is subject to outside influence, a more accurate measure of how the tax rate is truly affected is the equalized tax rate, also known as the "full value tax rate."

The last year reported by Maine Revenue Services is for the year 2013.

The full value tax rate is calculated by dividing the town's 2013 municipal commitment by the 2015 state valuation with adjustments for Homestead and BETE exemptions. The town's actual tax rate was \$18.47, while the full value tax rate was reported as \$15.95.

TRANSPORTATION:

Transportation provides the connection between people and resources. In Dayton, transportation options are almost entirely limited to the automobile for moving people to and from places of employment, education, and enjoyment. Similarly, the movement of goods into, out of, and through town is heavily dependent upon trucks. As such, the condition, safety, and effectiveness of the town's road network is an important consideration for this Comprehensive Plan Update. This transportation inventory collects the information necessary to develop a plan of action for Dayton's future transportation system.

Population and Commute Trends:

Nearly half of the entire state's growth in population between 2000 and 2010 occurred in York County, placing a tremendous burden on the regional transportation network.

The majority of Dayton workers commute by automobile, with just 6.4% of the commuting population carpooling. The largest group of workers in the town work at home.

Table 1: Mode of Transportation for Dayton Commuters 16+

Mode of Transportation	Number of Commuters	Percentage of Commuters
Drove alone	961	86%
Carpooled	71	6.4%
Public transportation (incl. taxi)	0	0%
Bicycled or walked	1	0.1%
Motorcycle or Other means	3	0.3%
Worked at home	82	7.3%

Source 2014 American Fact Finder

Passenger transportation in Dayton is limited to rides provided by appointment from the York County Community Action Corporation (YCCAC) for medical, shopping, and miscellaneous trips to the Biddeford/Saco area. However, there are transportation options nearby. Amtrak's Downeaster Train Service stops in Saco. The ZOOM/Shuttlebus provides express passenger service from the Biddeford Exit 32 and Saco Exit 36 park-and-ride lots to destinations in the Portland Metropolitan area. Mermaid Transportation, a private transportation service, also offers pick up service at the Exit 32 park and ride lot in Biddeford for commuters traveling to the Portland International Jetport, Pease International Airport, Manchester Airport, and Boston Logan Airport.

Roadway Inventory:

The road system in Dayton consists of a State highway (Route 5), State-Aid highways (Route 35 and South Street), Reservation roads, town roads, and private ways.

On the State Highway (Route 5), the town has neither maintenance nor construction responsibility, while on the State-Aid highways (Route 35 and South Street), the town has winter plowing and sanding responsibility only. The Town conducts year-round maintenance on the remaining town roads. Figure 1 shows the jurisdiction of the town's road network. The cost for the repair, reconstruction, and maintenance of the road network is one of the town's largest expenses. Dayton has a Pavement Management System in place to identify and prioritize roadway improvements on local roads.

The Maine Department of Transportation's (Maine DOT's) Plan lists reconstruction of Route 5 and Route 35 intersection scheduled for Spring of 2018. Additionally, Dayton is listed as part of the Rural Road Initiative, a program in which Dayton would provide 1/3 of the cost of reconstruction projects on Minor Collector highways (South Street) as local match.

Bridge Inventory:

There are six (6) publicly owned bridges that carry motor vehicles in town. Responsibility is determined by the Maine Department of Transportation's (Maine DOT's) Local Bridge Program, which became law in July of 2001. Bridges of at least 20 feet in length on town or state-aid roads are the responsibility of Maine DOT. Minor spans, which are bridges that are at least 10 feet but less than 20 feet in length, that are on town roads are the responsibility of the municipality. If a minor span is located on a state or state-aid road, maintenance responsibility falls with Maine DOT. As such, the Town of Dayton is responsible for the maintenance of three (3) bridges as indicated in Figure 1.

Maine DOT inspects all Bridges and Minor Spans on public ways every two years in accordance with the Federal Highway Administration (FHWA) and Maine DOT's Bridge Management Coding Guides. The inspections result in a Federal Sufficiency Rating (FSR) for each bridge, which is calculated by analyzing the condition of each of the bridge's components, such as the deck, the substructure, the superstructure, etc. Table 2 describes the FSR scale.

Table 2. Federal Sufficiency Ratings

FSR Range	Condition Description	FSR Range	Condition Description
90-100	Excellent	40-49	Poor
80-89	Very Good	30-39	Serious
70-79	Good	20-29	Critical
60-69	Satisfactory	1-19	Imminent Failure
50-59	Fair	0	Failed

Source: Maine DOT Bridge Management Division

If the FSR on a state-owned bridge located on a state or state-aid highway is less than 50, the bridge may qualify for federal funding, depending upon the individual condition ratings of the bridge's various components.

Table 3. Publicly Owned Bridges in Dayton

Bridge #	FSR	Owner	Custodian
1281	100	Municipal	Municipal
1348	99.9	Municipal	Municipal
2105	76.0	Maine DOT	Maine DOT
3136	71.8	Maine DOT	Maine DOT
5259	99.7	Municipal	Municipal
5371	60.3	Maine DOT	Maine DOT

Source: Maine DOT Bridge Management Division

Traffic Volumes:

Traffic counts measure the number of vehicles traveling by a fixed spot in a given time period. Typically, a volume is recorded every 15 minutes and totaled for the day. The Maine Department of Transportation (Maine DOT) regularly counts traffic throughout the state. The most recently available counts for Dayton are shown in Table 4.

Table 4: Historical Traffic Volumes, Average Annual Daily Traffic (AADT)

	1997	2000	2014
Route 5 East of Route 35	3,340	3,520	3650
Route 5 West of Route 35	3,140	3,680	4660
Route 35 South of Route 5	3,530	3,890	4930
Route 35 North of Route 5	1,780	2,140	2500+
Buzzell Road Southeast of Murch Road	370	390	440
Murch Road Northeast of Buzzell Road	250	270	300
Hight Road Northeast of Route 35	370	490	710
Hollis Rd. Northwest of Route 5	NA	NA	990
Dyer Rd. Northwest of Hight Rd.	NA	NA	800
River Rd Southeast of Route 5	NA	NA	1120

Source: Maine Department of Transportation

Functional Classification:

The functional classification of a road reflects the balance between providing mobility versus providing access to abutting property. The Maine Department of Transportation (Maine DOT) uses Federal Functional Classifications to prioritize and assign funding as well as design road improvements. These classes are determined based on a statewide network of highways and include arterials, collectors, and local roads.

Design choices for highway projects typically depend upon the road's functional classification. For example, arterials, which serve primarily through traffic and often carry heavy vehicles, will typically have thicker pavement, wider lanes and shoulders, increased sight distance, minimal horizontal and vertical curves, and limited access points or curb cuts. Local roads tend to be narrower, windier, and more accessible from abutting property. Figure 2 displays the current federal functional classification of Dayton's roads.

While the federal functional classification system is useful for understanding the regional function of road networks, the local municipality may also find it beneficial to assign functional classes to the local highway system for planning and design purposes. Often times, what is considered a collector road to the State may be considered an arterial road to the local community. Likewise, a state recognized local road might be considered a collector road to Dayton residents. Local modifications to federal functional classifications are typically based on historical

increases in traffic volume and the need to accommodate anticipated future growth. Figure 2 identifies Hollis Road and River Road as “Local Roads Functioning as Collectors.”

Pedestrian & Bicycle Facilities:

A half-mile walk is typically considered walking distance, although many people feel comfortable walking up to one mile. There are not currently any sidewalks in Dayton. Figure 3 illustrates half-mile and one-mile radii around the Dayton School and the Cousens Memorial School and Community Library in Lyman. Sidewalks, bikeways, and/or off-road facilities may be appropriate within these circles. Figure 3 also depicts the Saco River Bike Tour, which was developed by Maine DOT, in conjunction with experienced Maine Cyclists and leading state cycling organizations. This scenic tour (and 20 others within the state) is identified on the Maine Department of Transportation’s (Maine DOT’s) Bike Map, although not signed on the road.

Any segment of road having a paved shoulder of at least 4 feet in width is generally considered appropriate for bicycle travel. Road segments in Dayton meeting these criteria are represented in Figure 3. According to Maine DOT’s policy for paving shoulders, any highway improvement, reconstruction, or pavement preservation project on the portions of Route 5 and Route 35 as indicated in Figure 3 shall include paved shoulders because the Summer Average Daily Traffic exceeds 4000 vehicles.

Highway Safety:

The Maine Department of Transportation (Maine DOT) identified the intersections of Route 5 with Route 35 and Route 5 with Hollis and River Roads as High Crash Locations (HCLs) for the three-year period of 2013-2015. HCLs are intersections or road segments where 8 or more crashes with a Critical Rate Factor greater than 1.0 occur in a three year period. The Critical Rate Factor (CRF) is the ratio of the actual crash rate to the expected rate (called the Critical Rate). The expected crash rate depends upon road type, vehicle miles traveled, and statewide crash ratios. This intersection of Route 5 with Route 35 has been identified as an HCL since at least 2000 for the three-year periods of 1998-2000, 1999-2001, and 2000-2002. It was the site of 13 crashes during each three-year period. The intersection of Route 5 with Hollis and River Roads was identified as an HCL for the three-year periods 1999- 2001 and 2000-2002. Eight (8) crashes occurred in each of those time periods. The Route 5 and Route 35 intersection is scheduled for a complete make over Spring of 2018.

The Maine Department of Transportation (Maine DOT) adopted a set of access management rules in 2002 in response to the enactment of An Act to Ensure Cost Effective and Safe Highways in the State by the Legislature in 2000, which addressed arterial capacity, poor drainage, and the high number of driveway-related crashes. Any new or changed driveway or entrance on state and state aid highways located outside of urban compact areas must meet specifications described in the rules in order to obtain a permit from Maine DOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, and mitigation requirements.

The rules are organized into a four-tier system with increasing regulation of driveways and entrances for roads with poorer mobility and safety. The following designations for roads in Dayton are represented in Figure 4.

1. Basic Safety Standards apply to all state and state-aid roads. (Route 5, Route 35, and South Street)
2. Major Collector and Arterial Standards provide more regulation for entrances only onto major collector and arterial roads. (Route 5 and Route 35)
3. Mobility corridors are non-urban compact corridors that connect service centers and/or urban compact areas and carry at least 5000 vehicles per day along at least 50% of the corridor's length. (none in Dayton)
4. Retrograde arterials are mobility corridors where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. (none in Dayton)

Heavy Haul Truck Network:

The *Heavy Haul Truck Network for the State of Maine*, prepared by Wilbur Smith Associates in 2001, identified, based upon current use, a network of roadways that serve the movement of freight by truck. In Dayton, Route 5 was identified as part of this system. As a result, Route 5 will likely require higher design standards and may have preference in funding choices.

Summary of Transportation Findings:

- Commute times in Dayton have increased by almost 2 minutes, from 28.9 in 2009 to 30.8 in 2014. In comparison, York County increased by 1.6 minutes in the same time period. Many (32.4%) of the workers residing in Dayton commute to Portland or Biddeford. Commuters rely heavily on automobiles for transportation with 86% driving alone to work and 6.4% carpooling.
- The reconstruction of the Route #5 Route #35 intersection is scheduled to commence Spring of 2018, with a round-a-bout replacing the current intersection.
- Bridge #5259 on Dyer Road at the Hollis Town line has been replaced in 2008, and Bridge # 1281 is scheduled for replacement in 2016/17.
- Sidewalks, bikeways, and/or off-road facilities may be appropriate within a half-mile to one mile radius of the Dayton School and Cousens Memorial School and The Community Library in Lyman. Coordination with Maine DOT will be needed for facilities on the state and state-aid highways. Similarly, discussions with Lyman should take place to enhance pedestrian and bicycle safety in the Goodwins Mills area.
- Route 5 was identified as part of the *Heavy Haul Truck Network for the State of Maine*, prepared by Wilbur Smith Associates in 2001. As a result, Route 5 will likely require higher design standards and may have preference in funding choices.

PUBLIC SAFETY

Fire and Rescue:

Fire and rescue services in Dayton are provided by the Goodwin's Mills Fire-Rescue Department in Lyman. This department serves both towns from its station located on Route 35 in the village of Goodwin's Mills.

As of March, 2016, the Goodwin's Mills Fire-Rescue Department owns and maintains the following equipment:

Year	Make	Model	Pump Size	Tank Size	Condition	Value
2015	Pierce	Pumper	1500 gpm	1000 gal	New	\$ 425,000
2011	Chevy	Silverado	NA	NA	Good	\$ 25,000
2006	Ford	Ambulance	NA	NA	Fair	\$ 100,000
2003	GMC	Brush	500 gpm	150 gal	Good	\$ 50,000
2002	Freightliner	Pumper	1250 gpm	1000 gal	Fair	\$ 100,000
1999	Ford	Ambulance	NA	NA	Poor	\$ 4,500
1991	Freightliner	Pumper	1000 gpm	1000 gal	Poor	\$ 25,000
1988	E-one	Ladder	1250 gpm	200 gal	Fair	\$ 25,000
Totals:			5500 gpm	3350 gal		\$ 754,500

Police:

Dayton does not have a police department of its own. Police protection for the Town is provided by the Maine State Police. Troop A, is located at 502 Waterboro Rd. in Alfred. Troop A currently consists of a troop commander, three sergeants, two corporals and thirteen troopers. They also have four k-9 units. They provide patrols, traffic safety enforcement, and accident and criminal investigations.

The State Police reports that there were 539 calls for service originating from Dayton in 2015. Among the 539 calls, fewer than 10 were for violent crimes and fewer than 20 were for burglary or theft. The majority of calls were for automobile accidents, traffic stops, or minor crimes.

EDUCATION

Enrollment Trends:

After being a part of School Union #7, Dayton joined RSU 23 with Saco and Old Orchard Beach in 2008 because of the consolidation laws imposed on districts by the State of Maine.

In November of 2013, Dayton became an independent district when it withdrew from RSU 23. In December of 2013, a special election was held to create a school board for the Dayton School Department.

Dayton Consolidated School houses students grades k-5 with a current population of 140 students. Beginning in 6th grade, students can choose to attend Thornton Academy Middle School, Saco Middle School or Lorraininger Middle School.

High school students can choose between Thornton Academy, Old Orchard Beach or Biddeford High Schools.

As of the fall of 2015, there were roughly 196 students in grades 6-12.

Capacity Issues:

The Dayton Consolidated School is located at the intersection of Routes 5 and 35 and the Hight Road. It was built in 1950 to replace the school building that was lost in the 1947 wildfire that destroyed much of the Town's historic building stock. At its opening, it housed students in Grades 1-8 and had capacity for 80 students. Since its construction, two additions have been made to the building, one in 1976 and another in 1990. The 1990 addition raised the building's capacity to 150 at a time when the school's enrollment was at about 100. The building's total size is 17,170 square feet.

As of October 1, 2003, the school's enrollment level was at 247 students, putting it 97 students over its intended capacity. In response, four portable classrooms were added on the campus and these classrooms housed more students than did the main building itself.

The Town of Dayton requested assistance in 2001 from the Maine Department of Education to build a 10-classroom addition to the school that would increase its capacity to 250 students, refurbish the existing building, and add a new gymnasium. Dayton was ranked as number 37 on the state's priority list, though. The state has historically funded about 10 projects each year, meaning that funding will likely not be available to the town until at least 2005.

With an urgent need to expand the school, the Town's voters were asked in November 2003 to approve a bond issue for the town to finance the construction of the addition on its own, but the referendum question was defeated by the Town's voters. The two major objections cited by opponents were:

1. High cost—the referendum question was requesting about \$4 million for the expansion and renovation project; and
2. Insufficient size of building—even with the expansion, the school would be at or over capacity as soon as it opened.

In 2004, the Town purchased a large modular building to consolidate the separate modular's on site. Four classrooms were housed here as well as all contracted employees had their own space. In the spring of 2005, there was an issue with mold in the modular, causing fifth and sixth grade students to be moved to Saco Middle School and third and fourth grade students were reabsorbed in the main building. The following year, fifth grade students returned to DCS, while sixth grade students stayed in Saco.

TOWN FACILITIES AND SERVICES

Town Office:

The Town Office building is located on Route 35, just to the north of the intersection with Route 5 and Hight Road. It abuts the Dayton Consolidated School. The single story building was constructed in 2008 and contains about 4,600 square feet of space.

The existing building contains ample office space and one large meeting room that can accommodate up to 123 people. With a Geothermal heating system, and solar panels on the roof, the new building is energy efficient.

Solid Waste:

Solid waste disposal is conducted by the Town of Dayton via curbside pickup. In 2014 Dayton also adopted curbside recycling, hoping to improve the recycling rate. This has helped somewhat, however we still have a long way to go with our recycling efforts.

Recreation:

As of 2015, the Town of Dayton operates a number of recreational programs: A Summer and Fall soccer program as well as basketball in the winter. In 2016 a co-ed softball program started for residents 18 years of age and older.

Dayton is also part of the Little League baseball program. This is separate from the recreation programs, and is not funded by the town.

Beyond the Town limits, educational and recreational programs are available from many other sources in the area, including:

- Biddeford YMCA (Industrial Park and downtown locations)
- Biddeford Ice Arena
- Hollis Equestrian Center
- Various senior citizen programs in the Biddeford-Saco area
- Programs run by Saco Middle School and Thornton Academy

Library:

Dayton has no public library of its own. Residents of Dayton are allowed to use libraries in several neighboring communities in exchange for annual user fees. Non-resident card fees enable Dayton residents to avail themselves of all services offered by these libraries, including borrowing books, periodicals, audio and video tapes, as well as internet access. These fees are typically set to equal the per capita taxes assessed to citizens of each of the towns for library services. Also, Dayton residents may use the Portland Public Library at no cost, as it is a state free library.

The Town of Dayton has been making annual contributions to the Hollis and Lyman libraries from its Town budget. For Fiscal Year 2018, this amount has been set at \$850 for each of these libraries, for a total appropriation of \$1,700.

Town Buildings and Lands:

The Town of Dayton owns (5) properties and the total inventory of lands held by the Town is approximately 41.75 acres. Two of the five properties are vacant and the other three contain Town-owned facilities.

There are 4 town owned buildings in all:

- **Town Office** – described above.
- **Dayton Consolidated School** – described above.
- **Transfer Station/Salt & Sand Shed** – The Dayton Transfer Station includes a salt and sand shed that was built in 2003. This 6,000 square-foot facility has ample capacity for storing salt sand for winter road maintenance.
- **The Old Franklin School** – This historic building dating from 1850 and its property are owned by the Town but managed by agreement by the Dayton Historical Preservation Committee. It contains 790 square feet of space.
- **One parcel on Dyer/Wesley roads** that was left to the Town to be used for recreational purposes
- **One small parcel on Route#35** next to Red Brook.

Licensing Agent:

Dayton's Town government acts as a licensing agent for automotive registrations, fishing licenses, animal registration and other types of licenses. These services are largely self supporting, as the fees paid are designed to cover the costs of administration.

KEY FINDINGS: PUBLIC FACILITIES

Fiscal Capacity:

- Despite the increasing property valuation, Dayton's tax rate has risen significantly since 2004 and is far higher than it was in the early 1990's.
- More than three quarters of all public spending in Dayton goes towards public education—far more than other towns in the area spend. Part of the reason for the large share is that Dayton offers fewer town services than do many other towns in York County.
- Though, by law, Dayton has ample debt capacity, its municipal budget is already strained and taking on a substantial amount of additional debt would be harmful to the Town at this time.

Transportation:

- Commuting times in Dayton are rising faster than in other nearby towns as more Dayton commuters travel outside of York County to go to work.
- Dayton has a fairly low carpooling rate, as only 6.4% of commuters carpool.
- Reconstruction projects at the Routes 5 and 35 intersection is in MDOT's 2018 schedule.
- The Buzzell Road bridge over Smith Brook is in poor condition. Dayton will need to set aside funds to upgrade this bridge.
- Route 5 is part of the state Heavy Haul Truck Network and therefore may need higher design standards. However, its status may also give it preference in state funding decisions.

Public Safety:

- Fire and police facilities and protection in Dayton appear to be satisfactory.
- GMFR. became a municipal organization in 2008. and has oversight by a 6 member Fire Commission consisting of three residents from Dayton and three from Lyman.
- Dayton is no longer served by the York County Sheriffs Office, The Maine State Police are assigned the task of covering Dayton.

Education:

- Public school enrollment by Dayton residents has slowed in recent years.
- Dayton Consolidated School is over its capacity, but the Town is not likely to receive state funding in the immediate future to upgrade the school.
- A facilities study is scheduled for 2016-2017 to determine the needs for the Dayton school moving forward.

Town Facilities and Services:

- With the construction of the new Town Office building, there is ample space for the staff for many years to come. The new Office also has space for Town Meetings, and other events with room for up to 123 persons.
- In 2014 the town of Dayton went to curbside recycling in hopes of improving the recycling rate. Unfortunately this has not produced the results that the town hoped for. Dayton's recycling rate of 15% lags far behind the state's goal of 50% and the Town must do more to boost its recycling efforts.
- Recreational and cultural programs in Dayton have expanded in the past few years and continue to grow each year.

A. TRANSPORTATION POLICIES AND STRATEGIES

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Town Goal: To ensure safe and effective means of access within the Town of Dayton in a manner consistent with desired development patterns.

Policy #1: Provide safe and adequate roads in areas designated for growth while maintaining the rural character of town roads.

Strategy 1: Develop local road design standards to help direct growth in the locations identified in this Comprehensive Plan

Two separate design standards are recommended: one for areas designated for commercial and/or higher density residential growth and one for rural areas.

Responsibility: Planning Board and Road Commissioner

Time Frame: ongoing

Strategy 2: Develop a transportation impact fee system

See also Strategy III.B.1.3

Impact fees are needed to generate revenue to pay for the upgrade of local roads that are functioning as collectors (Dyer Road, Hollis Road, and River Road) and roads that serve areas designated for commercial and/or higher density residential growth.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 3: Require the preservation of rights-of-way to abutting properties in growth areas

To improve accessibility, safety and mobility, areas designated for commercial and/or higher density residential growth need to allow for the future construction of service roads and/or connection of subdivision streets.

Responsibility: Planning Board

Time Frame: ongoing

Policy #2: Coordinate with Maine DOT on the design and scheduling of improvement projects on state and state-aid roads.

Strategy 1: Continue to communicate to Maine DOT the Town's desire for paved shoulders on Route 35 and Route 5

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Strategy 2: Support increased design standards along Route 5, especially within designated commercial zones, to accommodate the movement of heavy vehicles.

Responsibility: Board of Selectmen, Planning Board and Road Commissioner

Time Frame: ongoing

Strategy 3: Plan for the required 1/3 local match for South Street improvement projects as needed.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Strategy 4: Coordinate with Maine DOT in efforts to improve traffic movement in dangerous locations

Dangerous locations identified in the inventory and analysis are the two (2) designated High Crash Locations at the intersections of Route 5/Route 35 and Route 5/Hollis Road/River Road.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Policy #3: Implement a roadway management system for the locally maintained roadway network to plan for, prioritize, and finance improvement projects.

Strategy 1: Develop a roadway inventory and regularly update the condition of pavement and drainage structures.

Responsibility: Road Commissioner

Time Frame: ongoing

Strategy 2: Assign higher priorities to roadway improvements in areas designated for commercial and/or higher density residential growth.

Responsibility: Road Commissioner

Time Frame: ongoing

Policy #4: Monitor the condition of the three (3) bridges in Dayton for which the community has maintenance responsibility.

Strategy 1: Communicate with Maine DOT's Bridge Management Division regarding the findings of their bi-annual bridge inspections and appropriate local funds for maintenance as necessary.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Policy #5: Discourage the construction of traditional sidewalks in an effort to preserve rural character. Instead, support the construction of paved shoulders and/or paved or crushed stone pathways for use by pedestrian and bicyclists.

Time Frame: ongoing

Strategy 1: Require developers to provide pathways in subdivisions.

Pathways are important in rural areas to improve pedestrian accessibility and safety. These facilities can be off-road or adjacent to the roadway system, but should be accessible for both pedestrians and bicyclists, inaccessible to motorized vehicles, and connected to any nearby facilities. Such pathways are envisioned as much more rural in nature, and not like paved sidewalks in urban areas.

Responsibility: Planning Board

Time Frame: ongoing

Strategy 2: Continue to communicate to Maine DOT the Town's desire for paved shoulders on Route 35 and Route 5

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Strategy 3: Consider constructing paved shoulders along town roads in areas designated for commercial and/or higher density residential growth.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Here are two illustrations of rural pathways:

Pathway built as paved shoulder

Pathway built as off-road facility

B. TOWN FACILITIES AND SERVICES POLICIES AND STRATEGIES

State Goal: *To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

Town Goal: *The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens*

Policy #1: Ensure that town government spending grows at a sustainable rate

Strategy 1: Conduct outreach effort to increase volunteer participation in Town Government

Dayton's government is largely run by citizen volunteers and the Town has a very small staff of paid employees. As the Town continues to grow, additional volunteer support will be an essential part of limiting increased government spending.

Responsibility: Board of Selectmen

Time Frame: Ongoing

Strategy 2: Establish ten-year capital planning process and update annually

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: ongoing

Strategy 3: Create and adopt an impact fee ordinance

See also Strategy III.A.1.2

Given the growing needs for public facilities in Dayton, new development must be made to pay its share of costs. An impact fee system is recommended to assess appropriate fees to new development to pay for public schools, open space and transportation.

Responsibility: Board of Selectmen, School Committee, Road Commissioner

Time Frame: 2017-2018



Policy #2: Achieve cost efficiencies through stronger regional cooperation

Strategy 1: Maintain cooperative Fire/Rescue services with Town of Lyman

Goodwin's Mills Fire and Rescue has served Dayton and Lyman well for many years and this cooperative arrangement is universally seen as a positive one.

Responsibility: Board of Selectmen, Goodwin's Mills Fire and Rescue

Time Frame: ongoing

Strategy 2: Explore ways to regionalize public safety

Communicate with surrounding towns the need for shared services

Responsibility: Fire Commission, Boards of Selectmen, GMFR

Time Frame: 2017

Strategy 3: Explore ways to improve regional solid waste disposal efforts

As Dayton and its neighbors all grow, solid waste disposal becomes an increasingly important issue. Dayton may be able to save money and have a better level of service by partnering with nearby communities for transfer station, curbside trash pickup and recycling services and facilities.

Responsibility: Board of Selectmen (as part of Twelve Town Group)

Time Frame: ongoing

Strategy 4: Continue to invest in libraries in Hollis and Lyman

Dayton has committed funds in recent years to support libraries in the neighboring towns of Hollis and Lyman, as most town residents live reasonable close to these two libraries. Given

Dayton's small size and the substantial cost of starting up a library, it is preferable that Dayton continue to support established libraries in other towns.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 5 : Continue to explore options for regionalization of public schools

Given the need for greater resources to maintain the functionality of the Dayton Consolidated School, regionalization may be a viable option. However, any regional arrangement must allow the Dayton School to continue to exist in some form, as it is an essential part of the town's identity.

Responsibility: School Committee

Time Frame: 2017-2018

Policy #3: Maintain and expand recreational programs and facilities for residents of all ages

Strategy 1: Acquire property for a town park and develop with active recreation uses

Dayton has expanded its active recreational facilities, with the addition of a soccer field and new softball field. A town park is needed to fill the need for recreation and should contain active uses such as basketball/tennis courts, a skate park, walking trails and picnic areas.

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: ongoing

Strategy 2: Establish more youth athletic programs

Responsibility: Board of Selectmen and Parks and Recreation Committee

Time Frame: ongoing

Strategy 3: Develop recreational programs for adults and senior citizens

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: ongoing

Strategy 4: Coordinate with private clubs to expand and maintain trail systems that respect the rights of landowners

Many private clubs own trails in Dayton and surrounding areas, but there is no coordinated, town-wide or regional trail system. It is recommended that the town publish a map and guide of trails in Dayton and its surrounding towns that is made available to residents online and at Town Hall.

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: ongoing

Strategy 5: Maintain public water access to Saco River at Skelton Dam

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: ongoing

Policy #4: Maintain Dayton Consolidated School as the focal point of the community

Strategy 1: Conduct a study to better understand the short-term and long-term facility needs of the school

The 2004 modular addition to Dayton Consolidated School was a positive step that addressed the short-term space needs of the school. As the school-age population in Dayton continued to grow, though, the need grew as well. It is recommended that the School Board, whether independently or as part of a regional effort, continue to plan for the long-term needs of the school by undertaking a study that projects future enrollment and makes plans based on this information.

Responsibility: Board of Selectmen and School Committee

Time Frame: 2017-2018

Strategy 2: Coordinate facility needs of the school with other Town government functions

The school is not the only town facility in need of upgrading—Operational and cost efficiencies may be achievable by having any new facilities serve multiple purposes. Recreational facilities, town meeting space, classrooms for adult education programs and parking lots can all be shared by the school and other functions of town government.

Responsibility: Board of Selectmen and School Committee

Time Frame: 2017-2018

Policy #5: Maintain and expand Town facilities and services to serve a growing and changing population base

Strategy 1: Continue to maintain an official Town website as well as social media

The Town website (www.dayton-me.gov) is currently serving the community. It will need to be continually updated and modified so that it serves as an around-the-clock information source and bulletin board for residents. Town government will need to manage the website and appropriate funds for its operation and maintenance.

Responsibility: Board of Selectmen, Office Staff

Time Frame: ongoing

Strategy 2: Investigate the possibility of establishing public water supply in key growth areas

By lowering minimum lot sizes and frontage requirements in growth areas (see Chapter 5), commercial development should become more attractive in the central area of Dayton. Since the suggested growth area is located on top of a significant sand and gravel aquifer, the town would be much better able to protect the aquifer by developing a municipal water system. The Town of Lyman is already exploring creating its own municipal system in the Goodwin's Mills area, which abuts Dayton's growth area. It is recommended that Dayton work with Lyman to explore a cooperative water system.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 3: Encourage community water and sewer systems to serve cluster developments

The town's cluster development standards already require community water and sewer systems. However, given the current large-lot zoning even for cluster developments, these provisions have yet to be used by any developer in Dayton. By cocordinating this strategy with the density bonuses (see Chapter 5) being suggested for cluster developments, community utility systems should gain favor with developers.

Responsibility: Planning Board

Time Frame: ongoing

Strategy 4: Develop and distribute a Newcomers' Guide to Dayton

As Dayton continues to draw new residents, it is important to provide these newcomers with an overview of life in the Town. New residents need to understand that Dayton is still a rural place and that the noises, odors and other inconveniences caused by agricultural, forestry and excavation businesses are facts of life in Dayton. This guide should be distributed to all builders and realtors doing business in the Town to pass along to their clients. It should also be posted on the Town's website.

Responsibility: Board of Selectmen, Office Staff,

Time Frame: 2017-2018

Chapter 4 – Natural, Historic and Cultural Resources

WATER RESOURCES

Lakes and Ponds:

Dayton contains no lakes or great ponds as defined by the Maine Department of Environmental Protection. A very small portion of Dayton (12 acres) falls in the watershed of Parker Pond (also known as Barker Pond), which is located just over the Lyman town line.

Intense residential development, agricultural practices, and other activities seriously threaten the water quality of ponds. Every drainage basin in Maine has been affected by "non-point source pollution" that comes from a number of diffuse sources, including construction sites, farms, roads and parking lots, and lawns. When it rains, the run-off may contain nutrients (especially phosphorus), toxics, sediments, and microorganisms. The run-off eventually ends up in ponds and disturbs the natural balance of organisms in the water. For example, Maine is losing at least one lake per year to "algae blooms" and related water quality problems associated with overloading of phosphorous. The increased phosphorus in the lake acts as a fertilizer to algae, increasing its abundance dramatically and may turn them into green, smelly, murky lakes.

Rivers and Streams:

Dayton's northeastern border (with Buxton and Saco) is defined by the Saco River, and the entirety of the Town's land area is within the Saco River watershed. About half of the surface water in Dayton drains to the River by three tributary streams: Cook's Brook (which forms Dayton's border with Hollis), Runnells Brook and Swan Pond Brook.

There are several smaller streams in Dayton as well, including: Great Springs Brook, Pot Hook Brook and Kimball Brook. All of these streams feed the Saco River as well. Dayton's water bodies are marked on Figure 5.

Aquifers:

Figure 6 maps the locations of aquifers in Dayton as identified by the Maine Geological Survey. This figure shows areas in the Town that sit atop both low-volume (10-50 gallons per minute) and high-volume (50+ gallons per minute) aquifers.

Most of Dayton's western half, including the areas surrounding the Route 5/35 intersection, Goodwin's Mills and Clark's Mills, are located above significant aquifers. The area currently used for gravel extraction (west of Route 35, south of Route 5) largely contains aquifers that yield 50 or more gallons per minute. This area stretches along Route 35 to about a mile north of Route 5 and along Route 5 almost all the way to Cook's Brook.

While these groundwater resources are substantial, Dayton does not have a public water supply. The only active communal water supply is a well located on the grounds of Dayton Consolidated School that serves the school.

Floodplains:

Many areas along the Saco River and the many streams in Dayton lie in 100-year floodplains, according to FEMA data. These floodplains area shown on Figure 5.

The most significant floodplain is along Runnells Brook, as large areas on both sides of the brook all the way from the Saco River to the Lyman town line are in the 100-year floodplain. There are also substantial floodplain areas along Great Springs Brook and Swan Pond Brook in the southern part of Dayton. The shore of Cook's Brook has a narrow strip of floodplain along it, as does most of the Saco River's shoreline in Dayton.

CRITICAL NATURAL RESOURCES

Wetlands:

The National Wetlands Inventory (NWI) maintains locational and value data on wetlands. NWI data classify wetlands into three value categories (high, moderate and low) based on their contributions to wetland functions such as flood storage, groundwater recharge and wildlife habitat. Figure 7

The NWI database shows seven high value wetlands in Dayton. By far the largest of these is a 322-acre wetland located between Route 35 and Hight Road, to the north of the center of Dayton. This wetland is located on either side of Runnells Brook. The rest of the high value wetlands are much smaller, with none being larger than 11 acres.

There are two large moderate value wetlands in Dayton: one located just to the north of Rumery Road and one just to the west of the Tara Estates subdivision off of Dyer Road.

Critical Habitat:

In addition to the above wetland data, the State of Maine recently produced data on the locations of critical habitat areas. This information shows the highest rated (top 25 percent) habitat areas for three different types of natural systems: forested, freshwater and grass/shrub/bare ground. The identified areas are the locations that are most important to the survival of indigenous plant and animal life in Maine.

Figure 8 shows critical habitat in Dayton by these three types. Most of the critical habitat in Dayton is in the grass/shrub/bare ground category, particularly in the southeastern corner of the Town, east of Waterhouse Road. There are some forested habitat areas, specifically along the town's streams and brooks. The only area with substantial freshwater habitat is in the large, high-value wetland area along Runnells Brook that was discussed above.

A related issue to critical habitat is that of vernal pools. Vernal pools are areas that, in the springtime, are "temporary" wetlands that serve as crucial breeding grounds for various amphibian and invertebrate species. Historically, land use planning in Maine has not taken vernal pools into consideration, but as their importance to animals has become understood, the need to examine their locations as part of the planning process grows.

Animal and Fisheries Habitat:

Figure 9 displays IFW Beginning With Habitat data for Dayton, showing the locations of animal and fisheries habitat. Dayton's inventory of such resources is small and is described in the following points:

- Inland Waterfowl and Wading Bird Habitat – There is a small area of inland waterfowl and wading bird habitat located along Cook's Brook in the northwestern part of Dayton.
- Deer Wintering Areas – Dayton contains eight deer wintering areas. Three are located in the southern part of the town, south of Buzzell Road. The remaining five are located in a string along the shores of the Saco River and Cook's Brook.
- Rare Animal Locations – There are two rare animal locations in Dayton: a wood turtle area under the Route 5 bridge over Cook's Brook and a spotted turtle location along Swan Pond Brook near Route 35 in the Goodwin's Mills area.

Rare Plant Habitat:

Rare Plant Habitat is also shown on Figure 9. The only rare plant habitat in Hollis is a Red Maple-Sensitive Fern swamp that covers the same area as the moderate-value wetland to the north of Rumery Road.

Large and Critical Blocks:

According to Beginning With Habitat data, there are portions of three large unfragmented blocks of habitat in Dayton. These blocks of land are not necessarily protected, but they do provide a picture of how many animals need contiguous land for their habitat. Of additional note is that the both of these blocks contain either plant or animal habitat, as discussed above.

These blocks, which are also shown in Figure 9, are as follows:

1. A 1,958-acre block located along the Saco River that stretches from the bend in the river just west of the Biddeford city line to a point just to the south of Union Falls. This block includes parts of two deer wintering areas.
2. About half of a 3,675-acre block that goes into Lyman. This block contains the Red Maple-Sensitive Fern swamp mentioned above, as well as several smaller wetlands.
3. A very small portion of a 2,875-acre block at the southern tip of Dayton. This block, which is mostly in Arundel and Lyman, has no significant habitat areas within its Dayton portion.

Scenic Areas and Views:

During the 1991 planning process, the Town of Dayton has identified nine locations within the Town that have scenic views:

- (3) on Hight Road with views of Runnell's Brook marshes and the Saco River valley;
- (2) on River Road with views of the Saco River valley;
- (1) on Route 35 offering a view of the Goodwin's Mills dam;
- (1) on Hill Road with a view of the Cold Water Brook valley;
- (1) on Company Road with views of Union Falls and the Saco River valley; and
- (1) view from Dayton Sand and Gravel's property of Parker Pond (in Lyman)

As part of the 2004 planning process, the public voiced a strong opinion that the views of open fields and farms in the eastern half of Dayton were a major contributor to the Town's rural character. The sections of roads identified as having the greatest view resources were:

- Route 5 from the Biddeford line to Gould Road
- Hollis Road from Route 5 to Buda Road
- Waterhouse and Murch Roads
- South Street
- Buzzell Road from the Biddeford line to west of Waterhouse Road
- Gould Road

These areas are largely contiguous, and occupy much of the town's land that lies south of Buda Road and east of Gould Road.

Soil Resources

Figure 10 maps Dayton's inventory of prime agricultural soils, as reported by the U.S. Department of Agriculture. Such soils in Dayton cover roughly the same area as the areas of the Town with significant aquifers. Since the town's largest active farms are actually not located on prime

agricultural soil and much of the prime soil is in use for gravel extraction, these resources are not critical to preserve.

Figure 11 shows hydric soils and soils suitable for septic systems. A very large portion of the Town's soils are hydric, and there are few areas that are suitable for septic systems.

Forestry Resources

Dayton has little in the way of active commercial forestry, as only one 12-acre parcel in the Town is registered with the state as being used for tree growth. However, there are 33 parcels encompassing 1,175 acres of land that are registered as "Farm Woodland," and there are several thousand more acres of undeveloped forestland in Dayton. There is a further discussion of conservation land in Chapter 5.

HISTORIC AND CULTURAL RESOURCES

Historic Village Communities:

Dayton does not have a historic village center within its boundaries, as the Town was not formed until 1853, long after most village center areas in Maine were formed. However, the Village of Goodwin's Mills sits just over the Lyman town line, just to the south of Dayton, and many of the historic structures in the Goodwin's Mills area are in Dayton.

Additionally, the historic village of Clark's Mills sits just across Cook's Brook in the Town of Hollis from Dayton. This village area is much smaller than Goodwin's Mills and, unlike Goodwin's Mills, does not continue to serve as a commercial and cultural center. There are, however, a few historic homes on the Dayton side of Cook's Brook along Route 35.

Historic Sites and Buildings:

The Dayton Historical Society has identified many historical sites and buildings in the Town. These resources are as follows:

Non-Residential

1. Franklin Schoolhouse, ca. 1873, corner of Murch and Buzzell Roads
2. Advent Christian Church, 1884
3. Goodwin's Mills dam, mill building and associated blacksmith shop, ca. 1782, now owned by Advent Christian Church
4. Site of Fort Dayton (aka Saco Block House) and Maddox Landing
5. Clark's Mills dam

Residential

There are 11 residences located in Dayton that are part of the Goodwin's Mills and Clark's Mills areas that date from the mid to late 1800s or earlier. Approximately

another 90 houses pre-date the 1947 fire and are outside these two village areas. These are mostly located along the Saco River or in the Waterhouse/Murch Road areas. The oldest surviving residence in Dayton is Eugene Meserve's Farm on Gordon Road.

Cemeteries:

The Dayton Historical Society estimates that there about 50 cemeteries located in the Town. These are scattered throughout it on small, family-owned lots.

Other Cultural Resources:

1. Goodwin's Mills Advent Christian Church and Mill building: parishioners' events, local functions
2. Dayton Consolidated School: Meeting space for groups, indoor and outdoor sports events, town events, etc.
3. York County Fish and Game: private hunting club and target range

Archaeological or Prehistoric Sites:

Dayton contains many sites that may be of archaeological or prehistoric importance. These are:

1. A possible Indian burial ground on Swan Brook
2. Potential historic archaeological sites in the form of cellar holes remaining from the 1947 fire.
3. Potential prehistoric sites in the form of Sokokis Tribe campsites along the Saco River and various trail systems

KEY FINDINGS: NATURAL, HISTORIC AND CULTURAL RESOURCES

- Dayton contains no great ponds or lakes.
- Land use regulation near the Saco River is conducted by the Saco River Corridor Commission so the Town does not have a need for further regulation.
- Dayton has ample groundwater resources for potential future public water supply.
- The area along Runnell's Brook between Hollis Road and Route 35 contains a large, high value wetland, a 100-year floodplain and both forested and freshwater critical habitat. The Town's southeast corner, east of Waterhouse Road, contains a high concentration of critical grass/shrub/bare ground habitat. Also, the area west of Route 5 and north of Rumery Road has an overlapping moderate-value wetland and rare plant habitat area.
- Views of farms and fields in the eastern portion of Dayton are an essential part of the Town's rural character and need to be protected.
- Dayton has a very small inventory of soils suitable for septic systems. The Town may want to investigate other means for subsurface waste disposal besides individual septic tanks.
- Dayton has no nationally listed historic sites. There are a handful of historic homes and structures in the Goodwin's Mills area, along the Saco River and along Waterhouse and Murch Roads.

A. NATURAL RESOURCES POLICIES AND STRATEGIES

State Goal: *To protect wetlands, wildlife habitat, scenic vistas, shorelands and natural areas by:*

- A. Developing policies and ordinances consistent with state law protecting critical natural resources*
- B. Creating greenbelts, public parks and conservation easements*
- C. Protecting undeveloped shorelines.*

Town Goal: Acknowledge, maintain and protect the town's natural resources and rural character in a manner that respects property rights

Policy #1: Set land use policies that minimize development in areas of critical environmental concern while respecting property rights

Strategy 1: Encourage landowners in resource protection areas to register properties as open space in state Current Use Taxation program

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 2: Discourage development of land in resource protection areas by reducing local tax assessments of undeveloped land in these areas

To encourage landowners from developing properties in resource protection areas, a different tax assessment structure would help ease the cost of maintaining land in an undeveloped state. This program could run parallel to the state's Open Space registration program for any property in a resource protection area.

Responsibility: Board of Assessors

Time Frame: ongoing

Strategy 3: Limit residential uses in areas with critical natural resources to single-family only
Residential uses in resource protection areas must be of a low-density, single-family character in order to minimize impacts.

Responsibility: Planning Board

Time Frame: ongoing

Policy #2: Minimize impacts on natural resources and rural character in non-growth areas

Strategy 1: Encourage higher density development in designated growth areas

See Land Use Plan in Chapter 5

Strategy 2: Encourage strong incentives for cluster development in rural areas

See Land Use Plan in Chapter 5

Strategy 3: In areas with open fields, encourage clustering that limits development on existing road frontage to preserve views

Dayton's rural character is largely defined by the views of open fields present in much of the Town's southern and eastern portions. In order to ensure that future development does not unduly harm these views, development that is clustered and arranged to preserve views is preferable in these areas.

See Land Use Plan in Chapter 5 for more details

Strategy 4: In forested areas, encourage clustering closer to existing road frontage to preserve backland for recreation

Access to backland for recreation is extremely important in the wooded areas of Dayton, primarily in the Town's northern and western sections. In these areas, clustering development closer to existing road frontages is therefore the priority, so that contiguous backland can be maintained for recreational purposes.

See Land Use Plan in Chapter 5 for more details

Policy #3: Work to conserve land containing critical natural resources

Strategy 1: Identify key conservation parcels

Working with landowners, the Board of Selectmen (or a committee appointed by the Board) needs to identify parcels that are of value to the town as conservation parcels for the purpose of recreation and/or the preservation of rural character. These parcels will become the focus for efforts in Strategy 2 below.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 2: Coordinate with existing regional land trusts to protect key parcels through acquisition of either land or conservation easements

Dayton is a small town with limited financial resources. Thus, it does not make sense for Dayton to establish its own land trust, as other towns have done. There are, however, a number of regional and statewide land trusts that have the resources at their disposal and the willingness to acquire land or conservation easements for preservation. Once Dayton has completed the process of identifying key parcels, the Town then needs to contact land trusts to work on preserving these parcels.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 3: Continue to contribute each year to Land Fund for key property acquisitions

The Town has been contributing to its Land Fund in recent years. The Comprehensive Plan endorses making this contribution part of the Town's budget for future years, either to acquire land for town facilities or to support land trust purchases.

Responsibility: Board of Selectmen

Time Frame: ongoing

B. HISTORIC AND CULTURAL RESOURCES POLICIES AND

STRATEGIES

State Goal: To preserve the state's historic and archaeological resources

Town Goal: Acknowledge, maintain and protect the town's historic and archaeological resources, both residential and non-residential, as part of Dayton's rural character

Policy #1: Expand inventories of historic and archaeological resources

Strategy 1: Identify additional historical sites through use of Town records

Responsibility: Dayton Historical Society

Time Frame: ongoing

Strategy 2: Pursue collaborative effort with Maine Historic Preservation Commission to conduct town-wide inventory of archaeological resources

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: ongoing

Strategy 3: Develop list of veterans' graves in cemeteries

Responsibility: Dayton Historical Society

Time Frame: ongoing

Policy #2: Support efforts to preserve and enhance historical sites

Strategy 1: Continue to provide financial assistance to Dayton Historical Society

The Comprehensive Plan endorses continuing to make annual appropriations in the town budget for the Historical Society.

Responsibility: Board of Selectmen

Time Frame: ongoing

Strategy 2: Promote availability of state and federal tax credits for historic preservation

Maine Preservation can work with landowners to obtain tax credits to preserve historic sites and buildings. The Board of Selectmen and the Historical Society can work to inform property owners of these programs and to get interested parties in contact with Maine Preservation staff.

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: ongoing

Strategy 3: Encourage maintenance of privately owned cemeteries

This strategy entails a publicity effort in cooperation with the Historical Society to educate property owners about the importance of maintaining cemeteries on private land.

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: ongoing

Policy #3: Improve visibility of historic resources

Strategy 1: Develop map and brochure of historic sites in Dayton and make available to public

Responsibility: Dayton Historical Society

Time Frame: 2017

Strategy 2: Install signage and/or markers at key historic sites

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2017-2018

Strategy 3: Develop Old Franklin Schoolhouse as local historical museum

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: ongoing

Chapter 5 – Land Use

This chapter profiles current land use patterns and recent trends in changes in land use patterns in the Town of Dayton. The purpose of this chapter is to characterize how the Town looks “on the ground” and to lay the foundation for the creation of the Future Land Use Plan in Chapter 7 of this document.

GENERAL LAND USE PROFILE

Dayton is a town of 18.5 square miles located in the northeastern portion of York County, along the southern bank of the Saco River. It is situated about eight miles to the west of Saco and Biddeford and roughly 20 miles to the southwest of Portland. It is primarily a bedroom community, with most of its residents commuting to jobs outside the Town’s borders. Along with several other towns in York County, Dayton was added to the Portland Metropolitan Statistical Area (MSA) in 2003. The 2010 Census reported Dayton’s population as 1,965, translating to an overall population density of about 106 people per square mile. As described earlier, Dayton lacks an early village center of its own, and has been historically served by the villages of Goodwin’s Mills, just over the Lyman border, and Clark’s Mills, just over the Hollis border. Since the fire of 1947, after which the Town built its new school and Town Hall near the intersection of Routes 5 and 35, this area has increasingly become the central focal point of Dayton.

The 2004 Comprehensive Plan reported a profile of development and undeveloped lands in Dayton. The Comprehensive Planning Committee, working with the Town’s Code Enforcement Officer has updated this profile with 2015 data. The following table compares the land development in Dayton in 2004 and 2015.

In 1991, an estimated 19% of the Town’s total land was developed. About half of the developed land was in residential use. In all, there were, 1,197 acres of residential land in Dayton for the 425 housing units—an average lot size of 2.8 acres. About a third of the developed land was in

extractive uses, illustrating the impact of the many gravel pits in Dayton. The remaining developed land was in use as roads or rights-of-way, commercial uses, institutional uses, and public utility lands.

Of the 81 percent of land in Dayton that was undeveloped in 1991, nearly all was timberland. More than 9,600 acres of the total of 12,249 acres in Dayton were either forested land, open space or platted but undeveloped residential lots. Just 250 acres in the Town were actively used for agriculture in 1991.

By 2004, there were 662 residential parcels in Dayton occupying 1,957 acres of land—an average of 2.96 acres per lot. This increase in overall average lot size demonstrates that new residential development has been occurring on larger lots than occupied by much of the older housing stock. In total, the amount of land in Dayton in residential use increased by 63% from 1991 to 2004. As of 2016, 20% of all land in the Town is residential, up from just under 16% in 2004.

The amount of land used for extractive uses increased from 669 acres (5.5% of the Town's land) to 718 acres (5.9%). There has also been an increase in the amount of land in Dayton used actively as crop, pasture or orchard land, from 983 in 2004 to just over 1100 in 2016. However, there are just three parcels of land, so the actual number of active commercial farmers has not really increased, just the amount of land used for farming has.

There has been a substantial decline in the amount of timberland and open space in Dayton since 1991. In 1991, 79% of all land in the Town was in this category; by 2004, just 67% was. The decline in open space was due partially to residential land consumption, which is considered developed, and partially to the increase in land classified as agricultural, which is still considered undeveloped. Thus the total amount of developed land in Dayton only increased from 19.3% of the Town's total land area to 25.4% of its area. The charts below show this change over time.

EXISTING DEVELOPMENT PATTERNS

Residential Development Patterns

There were a total of 60 permits issued for new residential construction in Dayton between 2004 and 2014, an average of 5.5 per year. Figure 12 shows the locations of units built during the eleven-year period from 2004 to 2014 and codes them by year built. This map also indicates whether or not these new units were built in the growth areas identified in the 2004 Comprehensive Plan.

From 2004 to 2014, there were 60 new units added in Dayton, or 5.5 per year. Of these units, just 3 (5%) were built in the growth areas. The remaining 57 units (95%) were built in the areas identified as rural in the 2004 plan.

New residential construction in Dayton occurred both on	No.	Name of Subdivision	Year	No. of lots
	1)	Morang Acres	2005	4

individual frontage lots and	2)	Bennetts Farm	2005	3
in a number of residential	3)	Pinefield Estates	2006	4
subdivisions. In all, there were	4)	Linwood Acres	2006	9
8 new subdivisions approved	5)	Swan Pond	2007	8
by the Dayton Planning Board	6)	Burnham Estates	2007	4
between 2004 and 2014,	7)	Norma Charles	2011	5
containing a total of 39 lots,	8)	Wilderness Acres	2012	3
An average of 4.87 lots per sub-Division. These subdivisions ranged in size from 3acres to 37+ acres.				

The table to the right lists Subdivisions created in Dayton since 2004.

The 40 lots created in subdivisions equals 65% of the net change in housing units in Dayton from 2004 to 2014 (60). While there may not be an exact correlation between new lot creation and new development, it appears that more than half of all new units built in the Town have been on subdivision lots.

Commercial/Industrial Development Patterns:

Dayton contains very little commercial development, with the only presence of retail businesses being a gas station/convenience store at the intersection of Routes 5 and 35, a family-run restaurant/ice cream take out on Route 5, the Harris Farm store on the Buzzell Road, and Andy's Ag-way on River Road. For the majority of retail goods and services, Dayton residents must travel outside the town. Dayton residents do the majority of their day-to-day shopping in the nearby service center cities of Biddeford and Saco. Dayton residents also do a significant amount of shopping in the Maine Mall area of South Portland.

Most of business activity in Dayton is at the gravel pits located in the southwestern part of the town, along Route 35. These gravel extraction operations remain a large presence in the Town and continue to contribute greatly to its tax base.

CURRENT LAND USES AND DEVELOPMENT CONSTRAINTS

Current Land Uses:

Figure 13 depicts current land uses as of 2015 in the Town of Dayton. Of the portions of the town that are developed (i.e., no longer in a rural state), the two dominant land uses in Dayton are residential and industrial/extractive, with only a small amount of commercial business activity existing.

Much of the town's area located southwest of the intersection of Routes 5 and 35 is in active use for gravel extraction. There are several active gravel pits in this area of the town, and this use continues over the town line into Lyman, where there are a number of additional pits.

Residential development is scattered throughout the town, but there are several areas that are more intensively developed than others. The area immediately surrounding the town's central intersection at Routes 5 and 35 is developed at a fairly significant density with residential uses.

Residential development stretches continuously from this intersection north along Route 35 to the Hollis town line, along Hight Road for about a mile, and east on Route 5 towards Gould Road. Other pockets of intensive residential exist in locations such as:

- Route 35, South Street and Waterhouse Road in the Goodwin's Mills area
- Hollis Road from Smith Road to Dyer Road
- Murch Road, north of Buzzell Road
- Dyer Road near the Hollis town line

There are only two commercial businesses in the central area of Dayton—with a gas station/convenience store and a used car lot being the only two in the immediate vicinity of the Route 5/35 intersection. There are scattered businesses elsewhere in town, including another car lot, an ice cream stand/eating establishment, a country store, a plant nursery, and two event centers but there are no large concentrations of existing commercial business activity in the town.

Conservation Land:

According to Town assessment records, there are 76 parcels containing 2,169 acres of land in Dayton that are registered as part of Maine Current Use Taxation programs. Of this amount, 2,157 acres are farmland: 983 acres are registered as active farmland (cropland, pasture or orchard) and 1,175 are farm woodland. The remaining 12 acres are all part of one small lot that is in the Tree Growth Registration program.

Beyond these privately held lands, there are no properties in the Town that are owned by Federal or State entities, and no land is held by land trusts or in other types of conservation easements.

Development Constraints:

Figure 14 depicts the current land use information overlaid on top of four types of potential development constraints:

- * Sand and gravel aquifers
- * Wetlands
- * Deer wintering areas
- * Floodplain

There are only a few areas in the town where these different types of constraints overlap. The first is the area located between Route 35, Hight Road and Dyer Road, which contains all four constraints within one contiguous, undeveloped area. This area also represents one of the largest undisturbed natural areas in the town. A second location is west of Route 5, north of Rumery Road, where there is aquifer, wetland and floodplain. This area is considerably smaller than the first area, though, and there is already some residential and commercial development in it.

Aside from these two areas there are scattered areas of floodplain and deer wintering areas, but few wetlands or undisturbed aquifers.

ANALYSIS: THE NEED FOR A RESIDENTIAL GROWTH CAP NO LONGER EXISTS AT THE PRESENT TIME

Dayton has been a “boom town” for more than 30 years. In 1970, the Town’s population was just above 500. It grew to 1,100 by 1990, 1,800 in 2000. Although growth has slowed considerably the population is expected to reach over 2150 by the year 2027. Most of the town’s key public facilities, including its roads and the Dayton Consolidated School, have changed little since the 1970s. Despite continued growth in Dayton, the Town has retained its rural character so far. While fields and forests are the most visible signs of Dayton’s rural identity, during the public planning process, citizens identified some things that *do not* exist in Dayton as contributors to its rural character. These include:

- * No traffic lights
- * No water or sewer system
- * Few streetlights
- * No sidewalks
- * Few paid town employees
- * No dense village center

While the above characteristics of Dayton are valued by a majority of the Town’s residents, many of them stand at odds with the realistic needs of a community that continues to evolve from a sleepy farming town to a booming bedroom suburb. New residents, many of whom move to Dayton from out of state or from service center communities in Maine, are used to having a full range municipal facilities and services. As new residents continue to move to Dayton, the above list of municipal functions that are often deemed as “urban,” will become increasingly in demand.

Due to the unforeseen boom in its school-aged population in the 80s and 90s, enrollment at the Dayton Consolidated School is above levels projected for 2010. Although growth has since slowed, Dayton needs to seek a more permanent solution.

Though a temporary solution—a modular addition—has been put into place, this facility is only a stopgap. A more substantial investment in a permanent school facility will be needed, but the expansion remains on the waiting list for state funding aid, and the project is unlikely to be undertaken without state support. It may take two or more years for state support to be obtained.

The key obstacle that prevents the Town from investing in all of the above public facilities and services is that its residential property tax bills have risen dramatically in recent years. As a result, citizens are very reluctant to take on additional debt, as taxes would have to be raised again. This issue is at the center of the Comprehensive Plan, as the Town clearly realizes that it must build its commercial tax base to offset the mounting public costs being generated by residential growth.

Chapter 2 outlines how the Town of Dayton intends to build its commercial tax base. The Economic Development plan calls for an emphasis on enhancing existing businesses, attracting new investment and exploring regional economic development initiatives. While all of these endeavors will undoubtedly help the Town address its myriad needs for public facilities and services, the effects of Dayton's economic development activities will not be felt overnight. The plan to build the Town's tax base will take at least five years to realize.

There are four key conclusions to be made about Dayton's expected future fiscal situation:

- * The town already has great needs for public investment
- * Continued growth will make existing needs even more acute
- * State aid for the expansion of the school is not imminent and the Town may have to wait for a few years to obtain such aid
- * The strategy to build the town's tax base will take a few years to bear fruit

KEY FINDINGS: LAND USE

- Only about 7% of new housing units built in Dayton since 2004 have been in the growth areas suggested in the 2004 Comprehensive Plan document.
- New residential development has been scattered throughout the Town with little organization.
- There have been 8 new subdivisions in Dayton since 2004 that have resulted in the creation of 39 new lots.
- About 16% of housing growth since 2004 is estimated to have occurred in subdivisions, with the remaining 84% occurring on single lots.
- Dayton contains very little commercial development, but has many active gravel extraction operations, particularly in the area of Town south of Route 5 and west of Route 35.
- Over 2,000 acres of land in Dayton are in current use taxation programs, and most of this land is under agricultural protection. Dayton has almost no land in use for commercial forestry.
- The area between Route 35, Hight Road and Dyer Road is a large contiguous area with substantial environmental resources that is largely undeveloped at this time.
- Dayton lacks the financial capacity for large-scale growth at this time, and the rate of growth must be controlled until the Town is able to successfully build its commercial tax base.

LAND USE POLICIES AND STRATEGIES

State Goal: *Orderly growth and development while protecting rural character and preventing sprawl.*

Town Goal: Control the pace and location of future development and maintain and protect rural character while respecting private property rights.

Policy #1: Concentrate growth around existing centers

Strategy 1: Designate and define growth areas

The desired growth area in Dayton has been defined as the Mixed Use district. This district is comprised of the area of the Town located south and west of the intersection of Routes 5 and 35, as well as a 1,000-foot wide strip located on the north and east sides of these two roads. The stretch along Route 5 reaches about a mile east of the intersection, all the way to Gould Road. This district encompasses the existing “village” areas at the intersection of Routes 5 and 35 and at Goodwin’s Mills.

Responsibility: Planning Board

Time Frame: ongoing

Strategy 2: Allow all types of commercial and industrial development in growth areas

Responsibility: Planning Board

Time Frame: ongoing

Strategy 3: Allow all types of residential development in growth areas

Responsibility: Planning Board

Time Frame: ongoing

Policy #2: Promote regulations that strongly encourage clustering in rural areas

Strategy 1: Maintain minimum density for non-clustered subdivision development in rural areas: 5 acres

See description and diagrams for Rural Fields and Rural Forests districts on page 13

Responsibility: Planning Board

Time Frame: ongoing

Strategy 2: Maintain minimum net density for clustered subdivision development in rural areas: 2.5 acres (allows 18 units on a 45-acre parcel)

See description and diagrams for Rural Fields and Rural Forests districts on page 13

Responsibility: Planning Board

Time Frame: ongoing

Strategy 3: Continue to allow minimum lot size of one acre in cluster developments

Regardless of the location within the town, as long as open space requirements are met and the overall gross density of a development meets the zoning requirements for the district, the actual minimum lot size of individual lots may be as small as one acre.

Responsibility: Planning Board

Time Frame: ongoing

Strategy 4: Mandate that all cluster developments preserve at least 50% of the gross land area of a parcel (25 acres of 50-acre parcel must remain undeveloped)

See description and diagrams for Rural Fields and Rural Forests districts on page 13

Responsibility: Planning Board

Time Frame: ongoing

Strategy 5: Develop different standards for clustering in field areas and forest areas (see also Chapter 4, Policy A.2):

See description and diagrams for Rural Fields and Rural Forests districts on page 13

Responsibility: Planning Board

Time Frame: ongoing

Strategy 6: Exclude certain areas from net land area in calculating density for cluster developments:

- All areas either currently or proposed to be below the high-water mark of a submerged area

- 67% of all areas located in wetlands (only count 33%)

Responsibility: Planning Board

Time Frame: ongoing

Policy #3: Minimize the exposure of structures to flooding, wildfire and other hazards

Strategy 1: Revisit York County Hazard Mitigation Plan

The York County Hazard Mitigation Plan lays out local and countywide actions for mitigating the risks of several types of hazards (flooding, wildfire, storms, etc.). The Comprehensive Plan endorses the adoption of this plan.

Responsibility: Board of Selectmen/EMA Director

Time Frame: ongoing

Strategy 2: Identify roads and structures that are at risk for repetitive flood damage and estimate their total dollar value

One of the key actions of the York County Hazard Mitigation Plan is to identify locations that are most susceptible to repetitive flooding damage. The York County Emergency Management Agency intends to work with the EMA director in each town to put together a comprehensive inventory of hazard-prone locations, and Dayton needs to participate in this effort.

Responsibility: Emergency Management Director

Time Frame: ongoing

Strategy 3: Seek FEMA pre-disaster funding to enact hazard mitigation measures to protect any key roads or structures from future damage

Once at-risk locations have been identified, the Town then may seek federal funding to enact physical mitigation measures to lessen the risk of hazard damage.

Responsibility: Emergency Management Director, Board of Selectmen

Time Frame: ongoing

Strategy 4: Revise dimensional requirements for structures to minimize exposure to wildfire damage

Two provisions in the Zoning Ordinance would help reduce the risk of wildfire damage to structures in Dayton:

- Establishing a minimum horizontal clearance from structures of overhead tree growth of 30 feet to minimize exposure to wildfire fuel
- Establishing a minimum vertical clearance for private roads and driveways of 15 feet to allow safe passage of fire and rescue vehicles

Responsibility: Planning Board

Time Frame: 2018

Policy #4: Revise Land Use Ordinances and update regularly

Strategy 1: Amend Zoning Ordinance to reflect recommendations of the Comprehensive Plan

The Implementation Plan (Chapter 6) organizes all recommendations made by the Comprehensive Plan for amending the *Zoning Ordinance for the Town of Dayton*. Amending the Zoning Ordinance to incorporate the recommendations of this plan is a high priority.

Responsibility: Planning Board

Time Frame: 2018

Strategy 2: Amend Subdivision Regulations to reflect recommendations of the Comprehensive Plan regarding clustering and affordable set-asides

Responsibility: Planning Board

Time Frame: 2018

Strategy 3: Review and update all Land Use Ordinances at least once every three years

Responsibility: Planning Board

Time Frame: ongoing

Chapter 6 – Implementation Plan

The Implementation Plan for the Town of Dayton takes the Strategies from Chapters 2 through 5 and arranges them into eight different categories based on who or what is the responsible person or entity for each. The eight different implementation categories are:

1. Changes to Zoning Ordinance (Planning Board)
2. Changes to Growth Cap Ordinance (Planning Board)
3. Board of Selectmen Actions
4. Road Commissioner Actions
5. School Committee Actions
6. Recreation Committee Actions
7. Board of Assessors Actions
8. Dayton Historical Society Actions
9. Emergency Management Director Actions

Many individual strategies from Chapters 2-5 are duplicated in more than one place. For example, Housing Strategy II.A.2. and Land Use Strategy V.1.4 both discuss the need to allow higher-density housing in growth areas. Strategy II.A.2 reads, “Allow higher densities for multi-family development in growth areas” and Strategy V.1.4 reads, “Allow all types of residential development in growth areas.” Since both of these Strategies may be achieved through the same action, they have been combined on the Implementation Matrix.

The Implementation Matrix follows on the next several pages. It is intended to represent the “road map” for implementing this Plan for the individuals, boards and committees to which Strategies are assigned.

Changes to Zoning Ordinance Planning Board

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Revisit cluster development provisions	II.A.1.1	ongoing
2.	Offer density bonuses for clustering	II.A.1.2	ongoing
3.	Allow accessory dwelling for immediate family members and do not count them as part of the overall density	II.A.2.1	ongoing
4.	Allow higher densities for multi-family development in growth areas	II.A.2.2 V.1.3	ongoing
5.	Allow senior housing and assisted living in all parts of Town	II.A.3.1	ongoing
6.	Allow broad range of home occupations in all parts of town	II.B.1.1	ongoing
7.	Ensure that dimensional standards in land use districts do not restrict home occupations	II.B.1.2	ongoing
8.	Restrict large scale commercial and industrial development to growth areas	II.B.2.1 V.1.2	ongoing
9.	Allow only smaller scale commercial, agricultural-related and light industrial development in rural areas	II.B.2.2	ongoing
10.	Define “established businesses”	II.B.4.1	2018
11.	Allow established businesses to expand by up to 50% over maximum size otherwise allowed for new business	II.B.4.2	2018
12.	Increase maximum square footage for business in growth area	II.B.4.3	2018
13.	Allow commercial uses as part of cluster developments in rural areas under certain conditions	II.B.5.2	ongoing
14.	Require preservation of ROW to abutting properties in growth areas	III.A.1.3	2018
15.	Require developers to provide pathways in subdivisions	III.A.5.1	ongoing
16.	Encourage community water and sewer systems to serve cluster developments	III.B.5.3	ongoing
17.	Encourage higher density development in designated growth areas	IV.A.2.1	ongoing

Changes to Zoning Ordinance Planning Board, cont.

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
18.	Create strong incentives for cluster Development in rural areas	IV.A.2.2	2018
19.	Revise dimensional requirements for structures to minimize exposure to wildfires	V.3.4	ongoing
20.	Amend Zoning Ordinance to reflect recommendations of this comprehensive plan (Items 1-19)	V.5 .1	ongoing
21.	Amend Subdivision Regulations to reflect recommendations of the Comprehensive Plan regarding clustering	V.5.2	ongoing
22.	Review and update all Land Use Ordinances at least once every three years	V.5.3	2018

Board of Selectmen Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Invest in cooperative industrial park, either in Dayton or another community	II.B.3.1	2018-2019
2.	Advocate for regional revenue and cost-sharing arrangements with other members of the Twelve Town Group	II.B.3.2	Ongoing
3.	Create TIF district and offer short-term reductions on property and equipment taxes to new businesses	II.B.5.1	2018
4.	Create and adopt an impact fee ordinance	III.A.1.2, III.B.1.3	2018-2019
5.	Plan for the required 1/3 local match for South Street improvement projects as needed	III.A.2.3	2018-2019
6.	Conduct outreach effort to increase volunteer participation in Town government	III.B.1.1	Ongoing
7.	Establish five-year capital planning process and update annually	III.B.1.2	Ongoing
8.	Maintain cooperative Fire/Rescue services with Town of Lyman	III.B.2.1	Ongoing
9.	Explore ways to improve regional solid waste disposal efforts	III.B.2.3	Ongoing
10.	Continue to invest in libraries in Hollis and Lyman	III.B.2.4	Ongoing
11.	Coordinate facility needs of the school with other Town government functions	III.B.4.2	2018-2019
12.	Continue to develop an official Town website	III.B.5.1	ongoing
13.	Investigate the possibility of establishing public water supply in key growth areas	III.B.5.2	2018-2019
14.	Develop and distribute a Newcomers' Guide to Dayton	III.B.5.4	2018
15.	Encourage landowners in resource protection areas to register properties as open space in state Current Use Taxation program	IV.A.1.1	ongoing
16.	Identify key conservation parcels	IV.A.3.1	2018-2019
17.	Coordinate with existing regional land trusts to protect key parcels through acquisition of either land or conservation easements	IV.A.3.2	2018
18.	Continue to contribute each year to Land Fund for key property acquisitions	IV.A.3.3	ongoing
19.	Continue to provide financial assistance to Dayton Historical Society	IV.B.2.1	ongoing
20.	Amend York County Hazard Mitigation Plan as needed	V.3.1	ongoing

Road Commissioner Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Develop local road design standards to help direct growth	III.A.1.1	ongoing
2.	Continue to communicate to MDOT the Town's desire for paved shoulders on Route 35	III.A.2.1 and III.A.5.2	ongoing
3.	Support increased design standards along Route 5, especially within designated commercial zones, to accommodate the movement of heavy vehicles	III.A.2.2	ongoing
4.	Coordinate with MDOT in efforts to improve traffic movement in dangerous locations	III.A.2.4	2018-2019
5.	Develop a roadway inventory and regularly update the condition of pavement and drainage structures	III.A.3.1	2018
6.	Assign higher priorities to roadway improvements in areas designated for commercial and/or higher-density residential growth	III.A.3.2	ongoing
7.	Communicate with MDOT's Bridge Management Division regarding the findings of their bi-annual bridge inspections and appropriate local funds for maintenance as necessary	III.A.4.1	ongoing
8.	Consider constructing paved shoulders along town roads in areas designated for commercial and/or higher density residential growth	III.A.5.3	ongoing

School Committee Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Continue to explore options for regionalization of public schools	III.B.2.5	2018-2019
2.	Conduct a study to better understand the short-term and long-term facility needs of the school	III.B.4.1	2018

Recreation Committee Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
	1. Acquire property for a town park and develop with active recreation uses	III.B.3.1	2017-2018
	2. Establish more youth athletic programs	III.B.3.2	2017
	3. Develop recreational programs for adults and senior citizens	III.B.3.3	2017-2018
	4. Coordinate with private clubs to expand and maintain trail systems that respect the rights of landowners	III.B.3.4	ongoing
	5. Maintain public water access to Saco River at Ske-ton Dam	III.B.3.5	ongoing

Dayton Historical Society Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
	1. Identify additional historic sites through use of Town records	IV.B.1.1	2018
	2. Pursue collaborative effort with Maine Historic Preservation Commission to conduct townwide inventory of archaeological resources	IV.B.1.2	2018-2019
	3. Develop list of veterans' graves in cemeteries	IV.B.1.3	2018
	4. Promote availability of state and federal tax credits for historic preservations	IV.B.2.2	ongoing
	5. Encourage maintenance of privately owned cemeteries	IV.B.2.3	ongoing
	6. Develop map and brochure of historic sites in Dayton and make available to public	IV.B.3.1	2018
	7. Install signage and/or markers at key historic sites	IV.B.3.2	2018-2019
	8. Develop Old Franklin Schoolhouse as local historical museum	IV.B.3.3	ongoing

Chapter 7 – Capital Investment Strategy

This chapter outlines capital investments needed to be made by the Town of Dayton, the estimated magnitude of these investments and their proposed time frame. The basis of the Capital Investment Strategy is the Implementation Plan. This chapter simply takes all capital related items identified in the Implementation Matrix in Chapter 6 and presents more detail for each item. The items listed in this section are displayed in priority order—items needed immediately are shown at the beginning and items needed in the longer-term future are shown at the end.

This Capital Investment Strategy is intended to form the basis for an ongoing five-year Capital Improvements Plan (CIP) process by the Town, as put forth as Implementation step #8 for the Board of Selectmen (Strategy III.B.1.2) in Chapter 6.

The Capital Investment Strategy follows on the next page

Town of Dayton Capital Investment Strategy

No.	Item	Assessment of Need	Time Frame	Est. Cost	Potential Funding Sources
1.	Enact Hazard Mitigation measures in key locations	Definite	2018	Unknown	FEMA pre-disaster funding
2.	Acquire land and/or easements for conservation	Needs further study	2018	Unknown	Land Trusts, impact fees
3.	Invest in cooperative industrial park	Possible	2018-2019	Unknown	Bonding, state ED funds
4.	Construct paved shoulders along key Town roads	Needs further study	ongoing	\$100,000 to \$200,000	Impact Fees
5.	Acquire property and develop Town Park	Definite	2018-2019	\$500,000 to \$1 million	Bonding, impact fees
6.	Install markers/signage at historic sites	Definite	2018-2019	\$10,000	Appropriation, private donations
7.	Develop Old Franklin Schoolhouse as local historical museum	Definite	ongoing	\$20,000	Appropriation, private donations
8.	Replace Dayton Consolidated School	Needs further study	2018-2019	\$3-4 Million	State aid, impact fees, bonding
9.	Establish public water system	Needs further study	2018-2019	\$3-5 million	Bonding, impact fees, state aid

Appendices

APPENDIX A: COMPREHENSIVE PLAN MAPS

Figure 1 – Transportation: Jurisdiction

Figure 2 – Transportation: Functional Class

Figure 3 – Transportation: Bicycle/Pedestrian

Figure 4 – Transportation: Safety

Figure 5 – Floodplain

Figure 6 – Aquifers

Figure 7 – Wetlands

Figure 8 – Critical Habitat

Figure 9 – Rare Plant and Animal Habitat (Beginning With Habitat Data)

Figure 10 – Prime Agricultural Soils

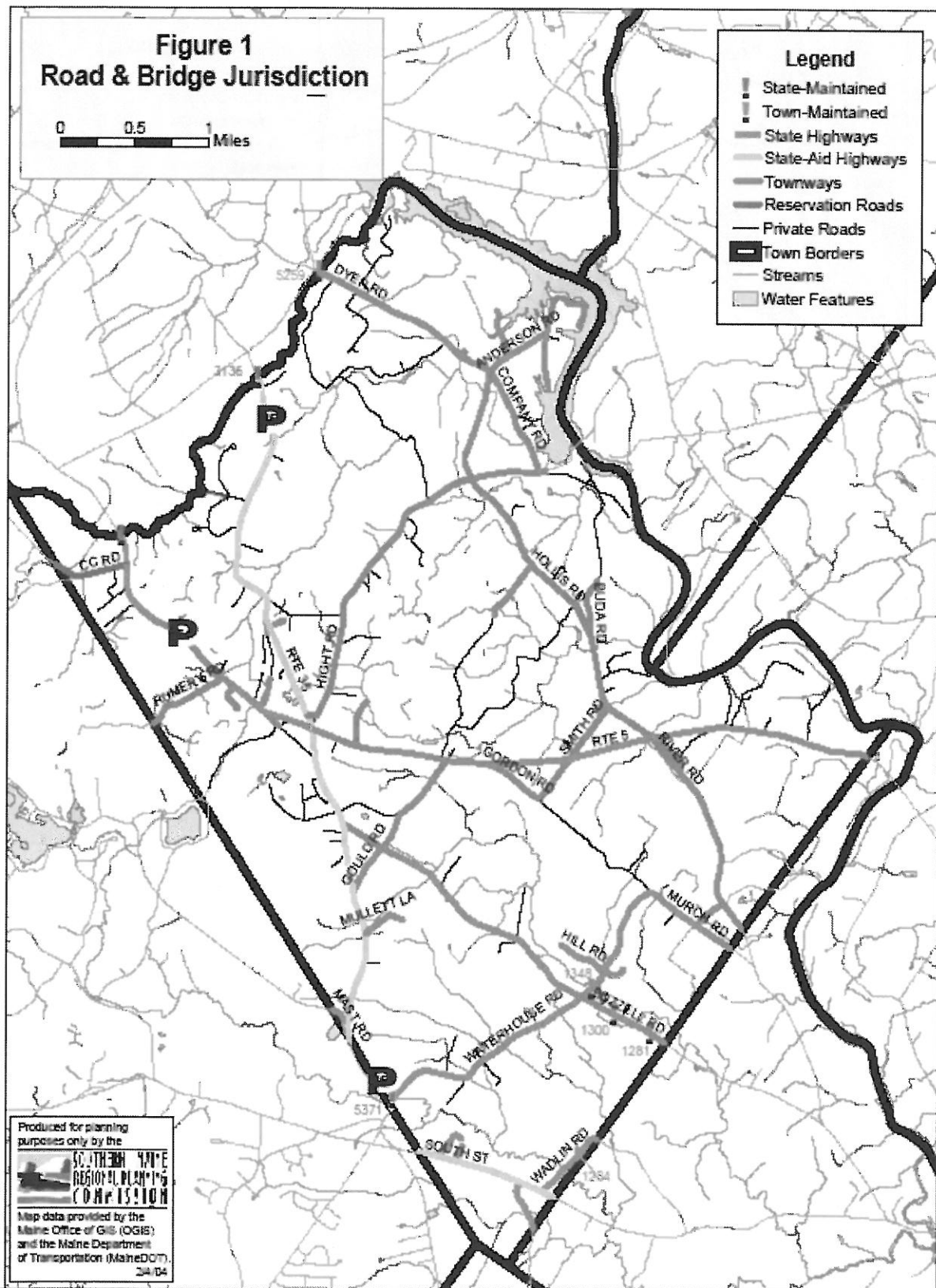
Figure 11 – Soils Suitable for Septic Disposal

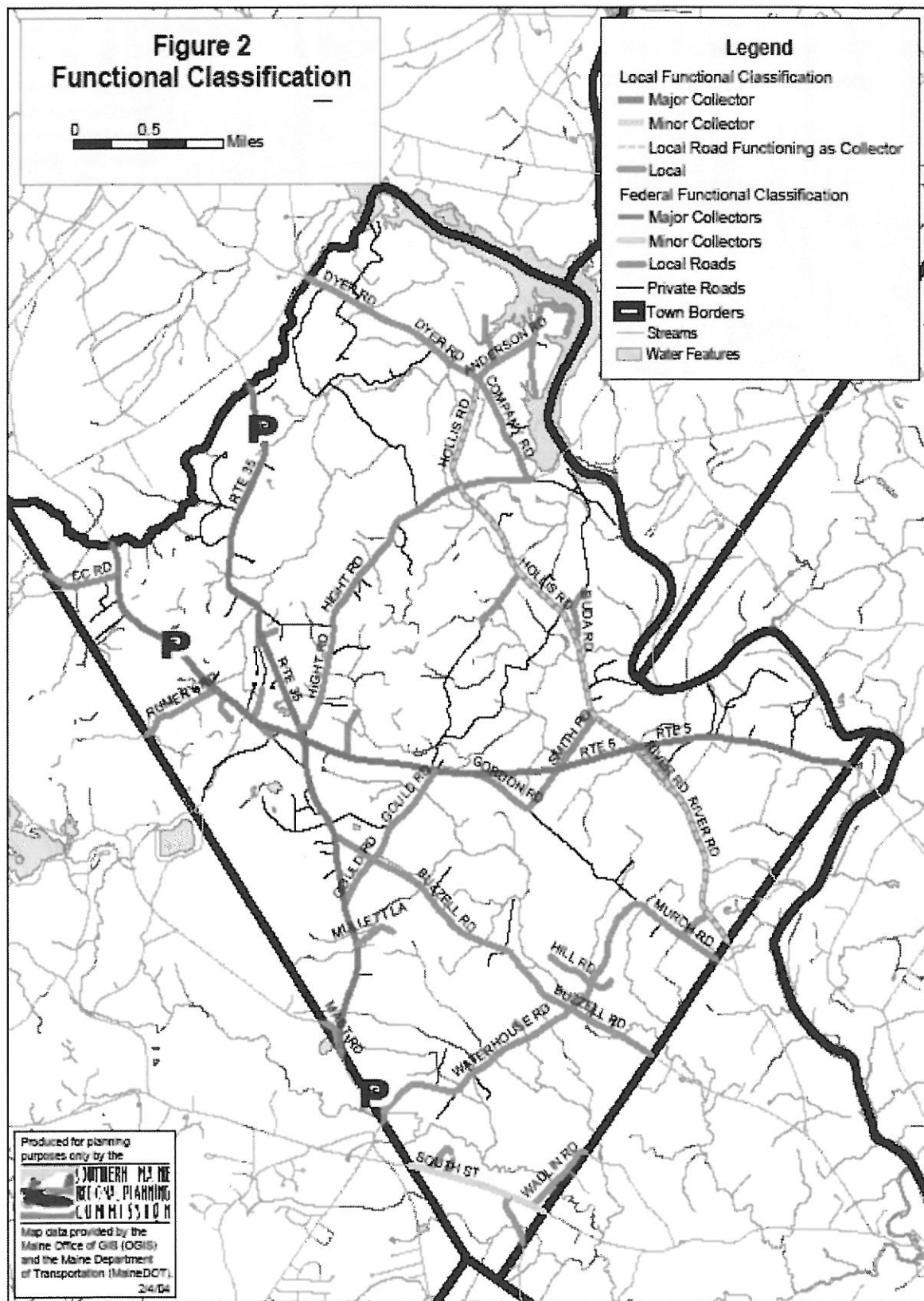
Figure 12 – Dayton New Houses 2004-2014

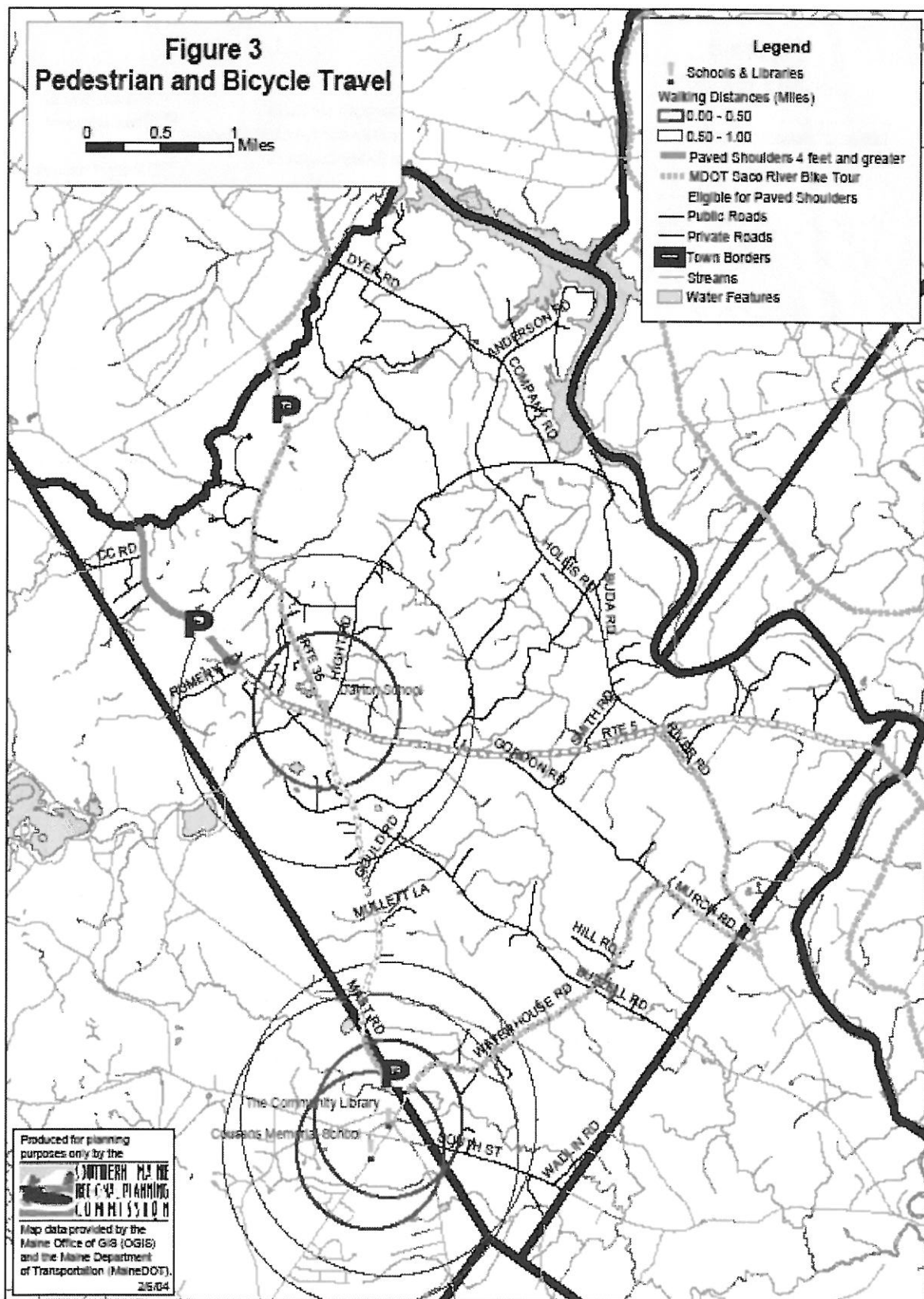
Figure 13 – Current Land Uses

Figure 14 – Land Uses and Constraints

0 0.5 1 Miles







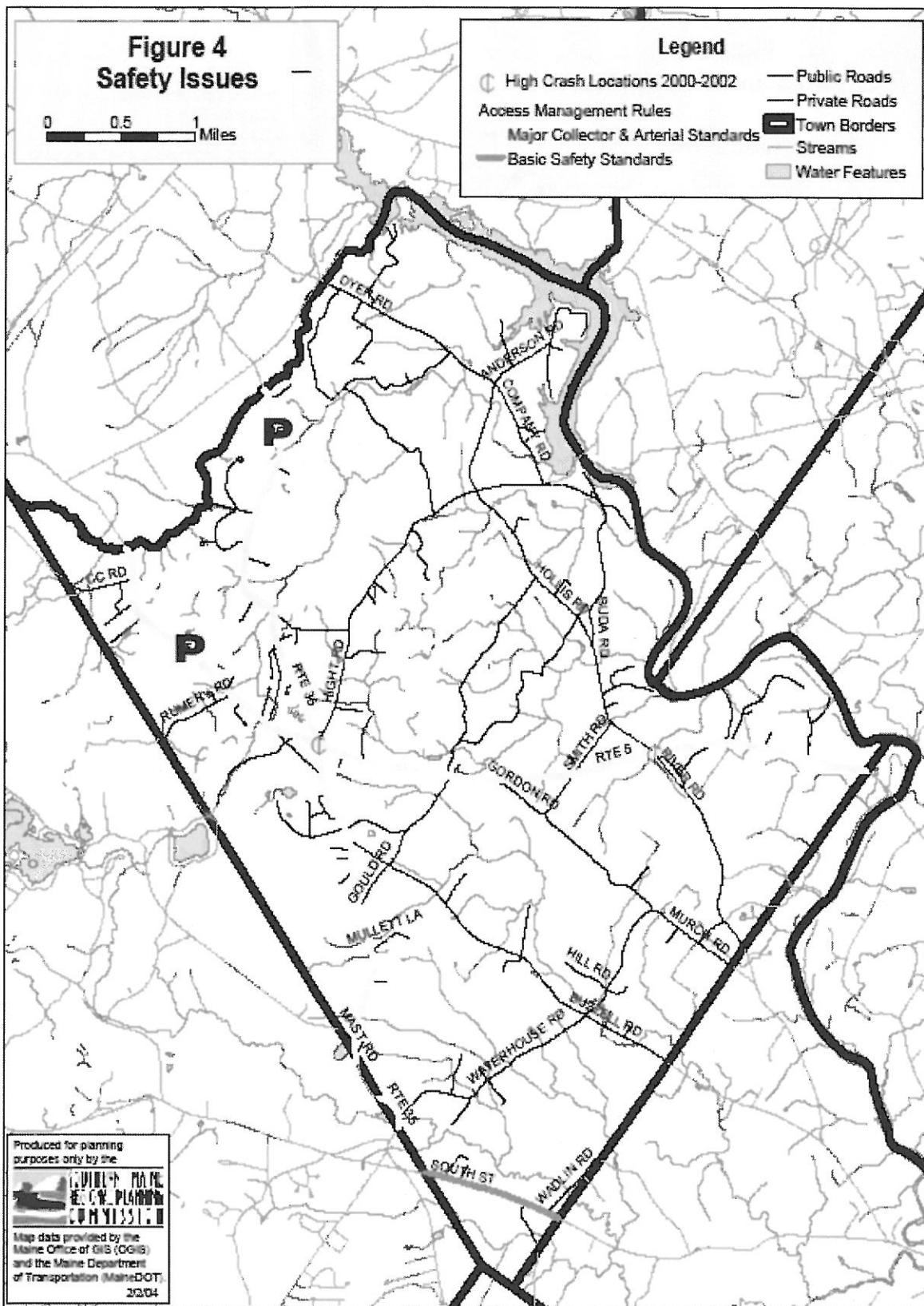


Figure 5
DAYTON
FEMA 100-YR
Floodplain

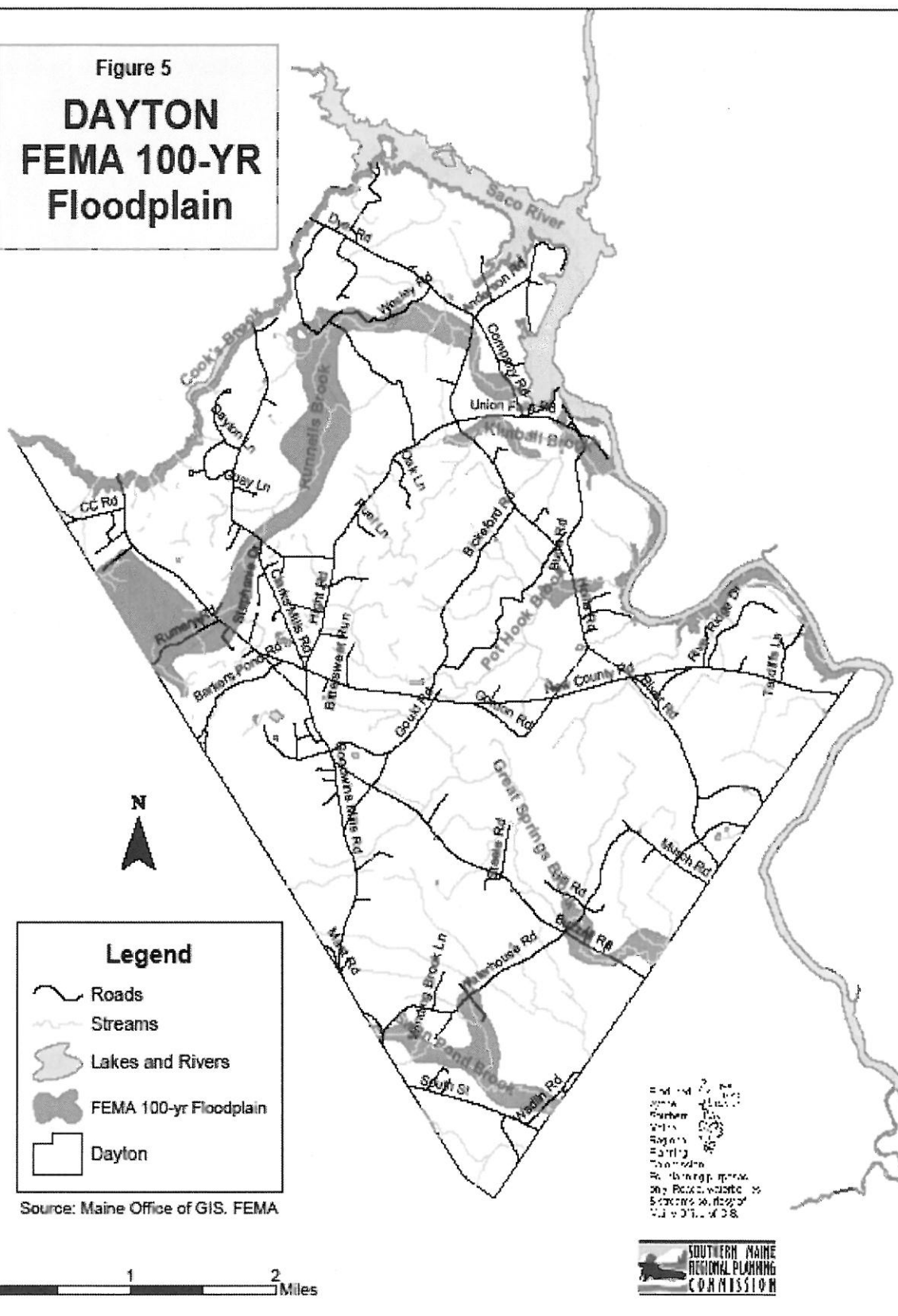


Figure 6
DAYTON
Aquifers

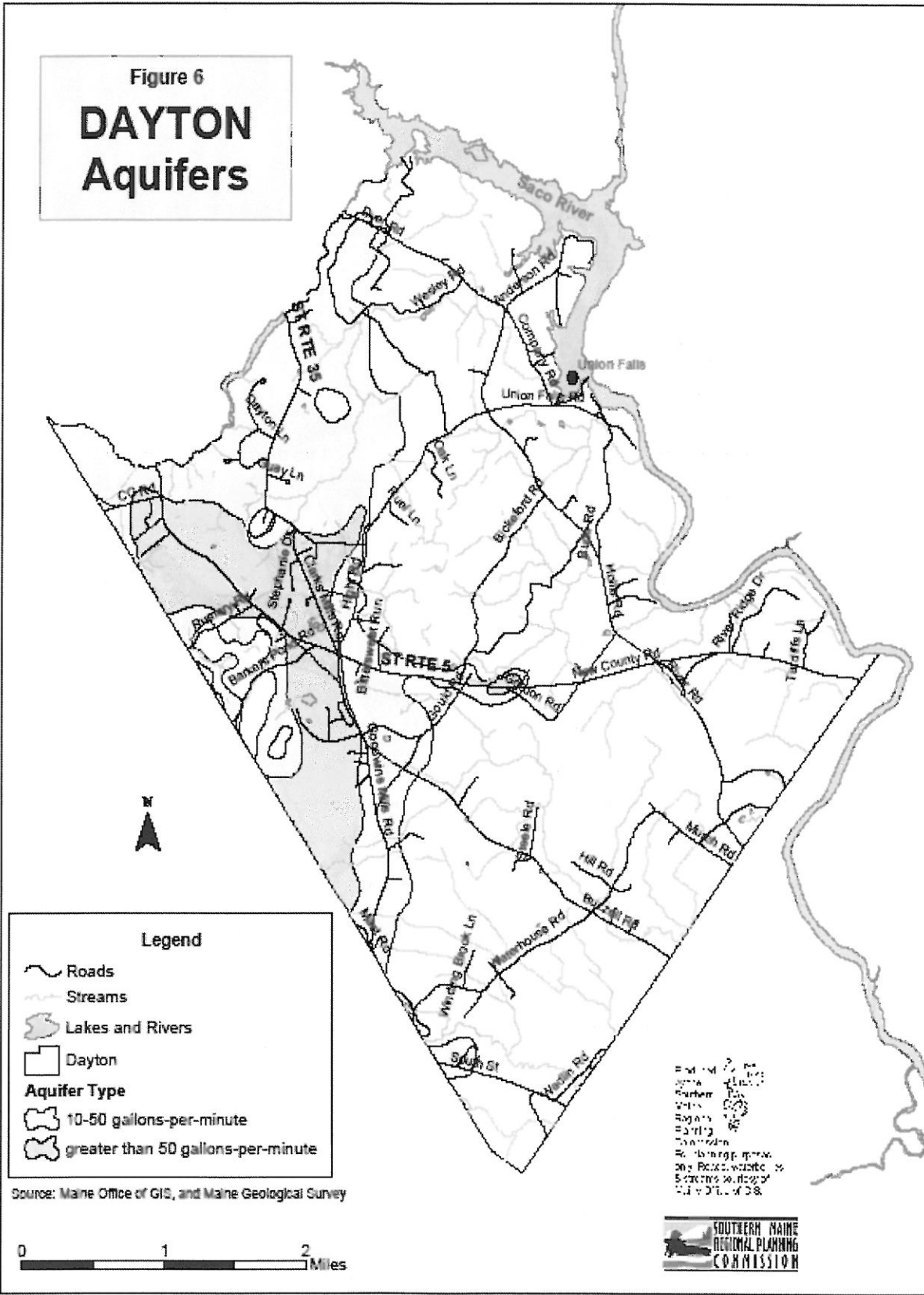


Figure 7
DAYTON
NWI Rated
Wetlands

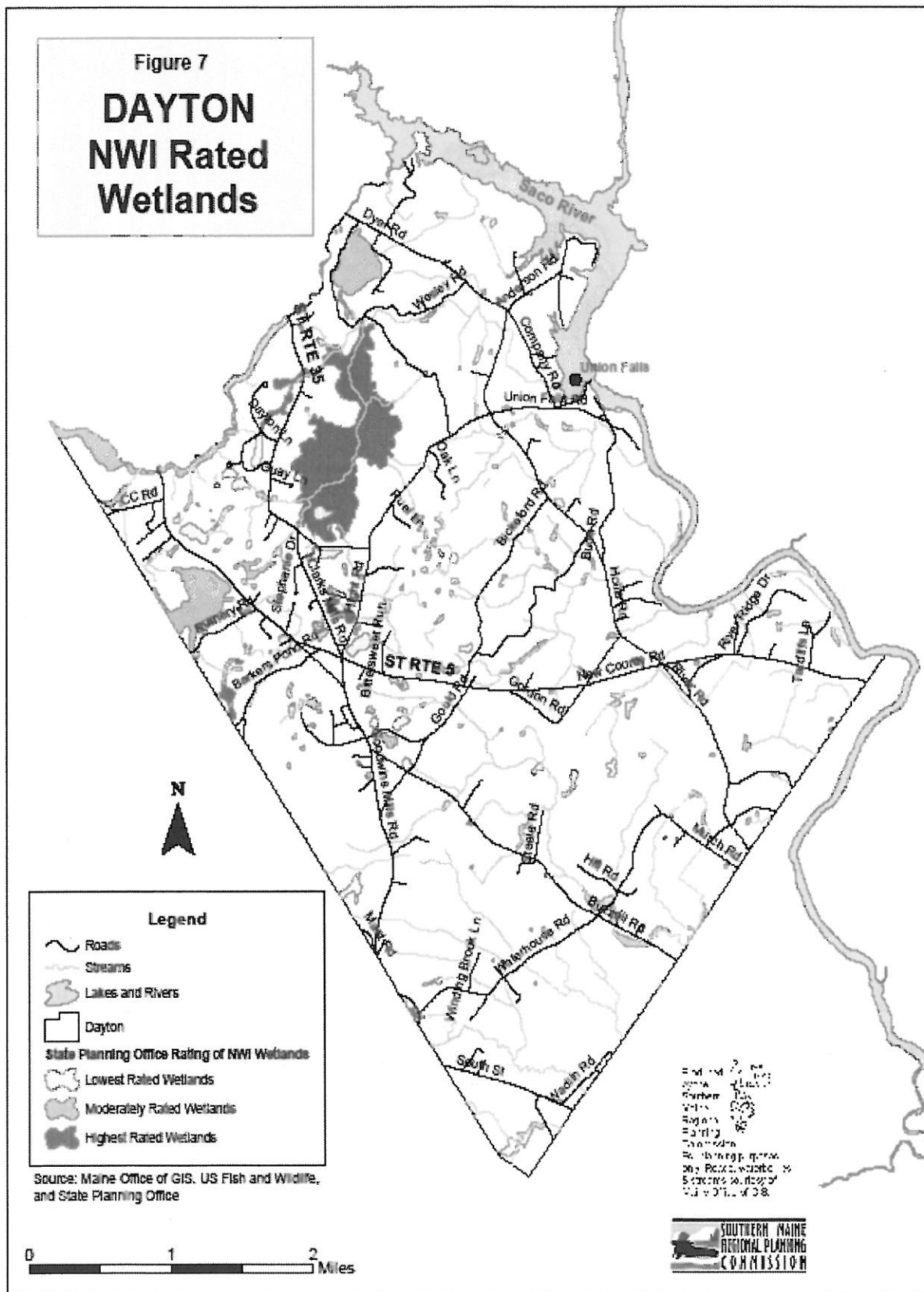


Figure 8
DAYTON
Critical Habitat
Analysis

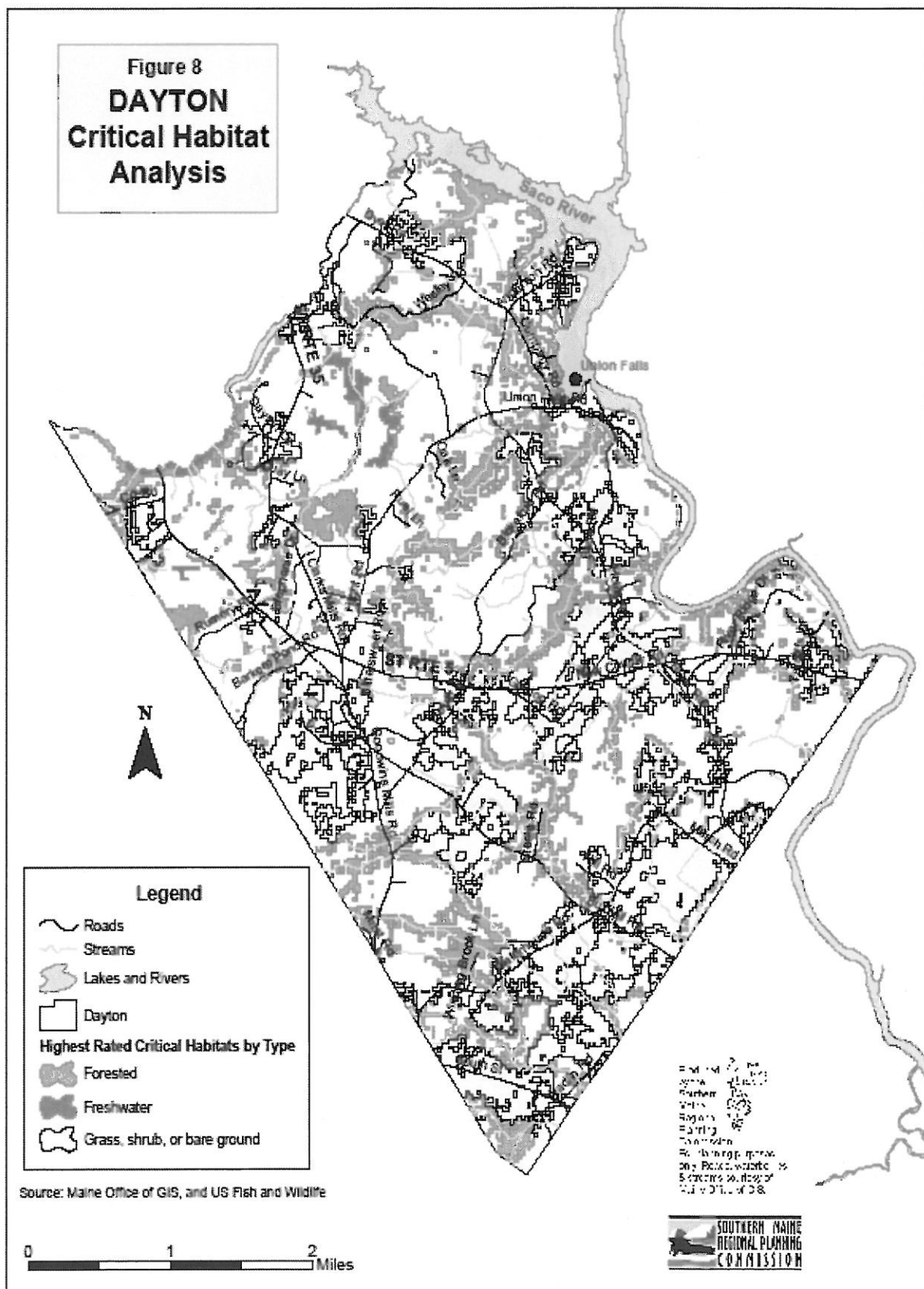


Figure 9
DAYTON
 Rare Plant and
 Animal Habitat

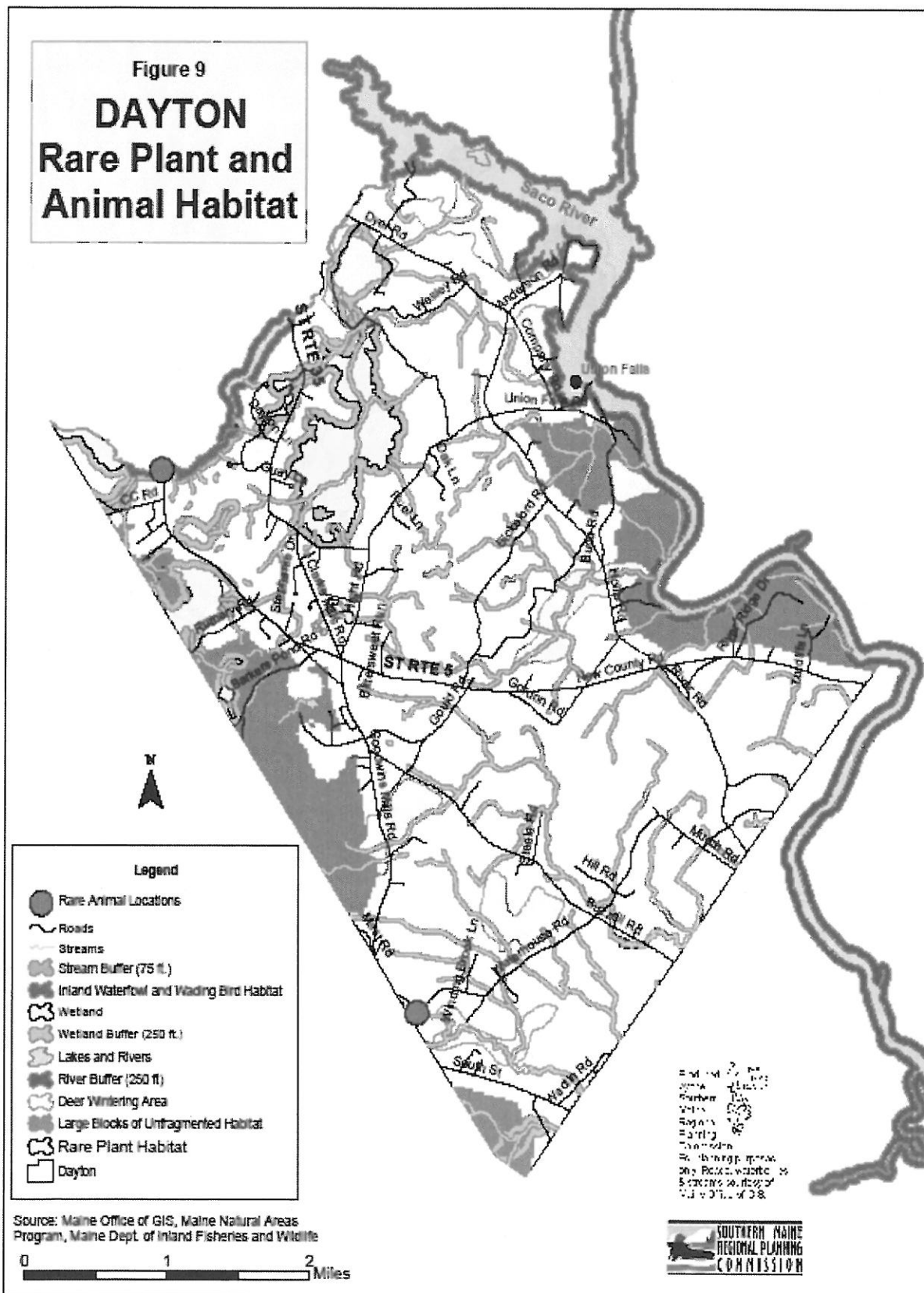


Figure 10
DAYTON
Prime Ag.
Soils and
New Housing
1997-2003

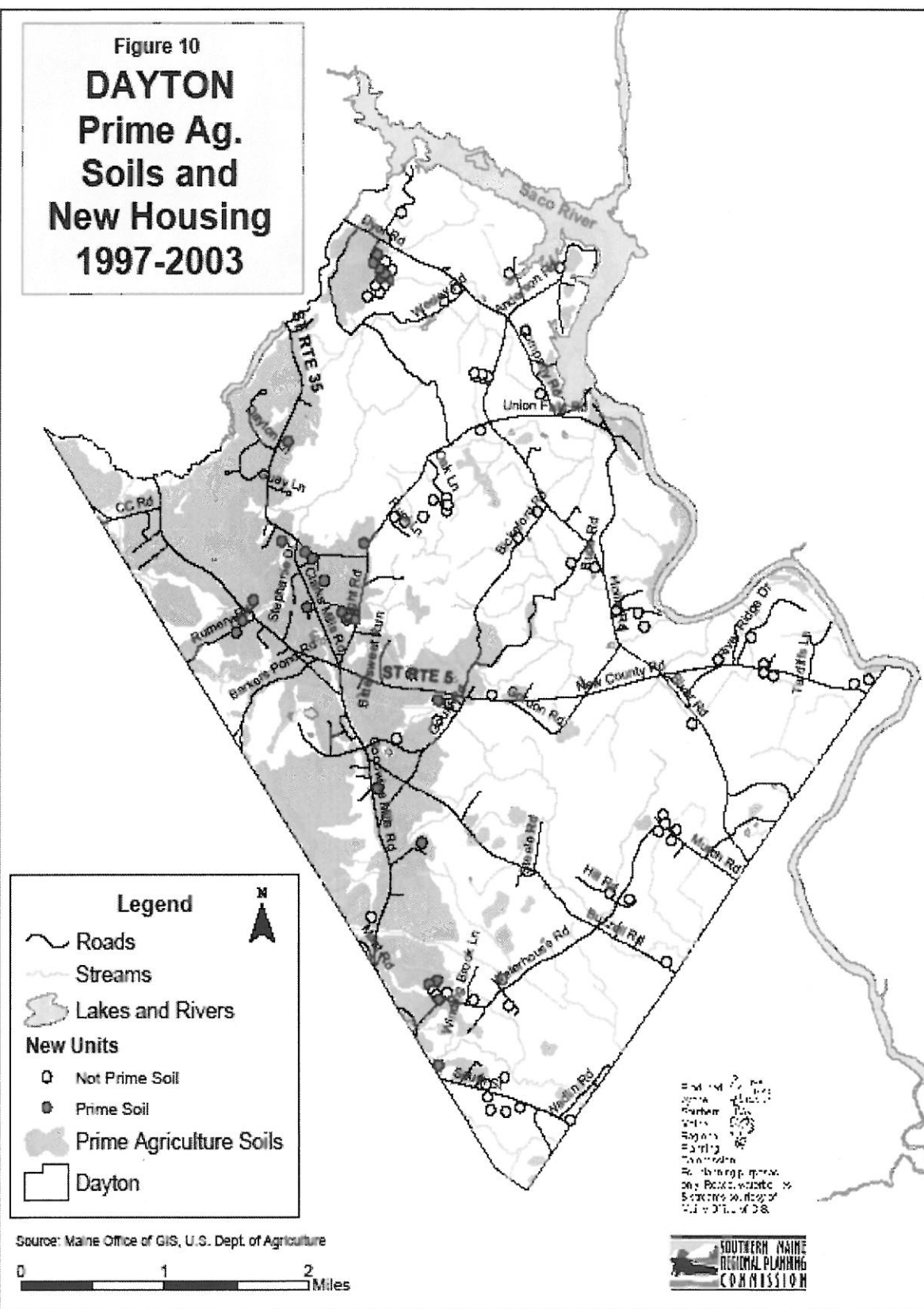
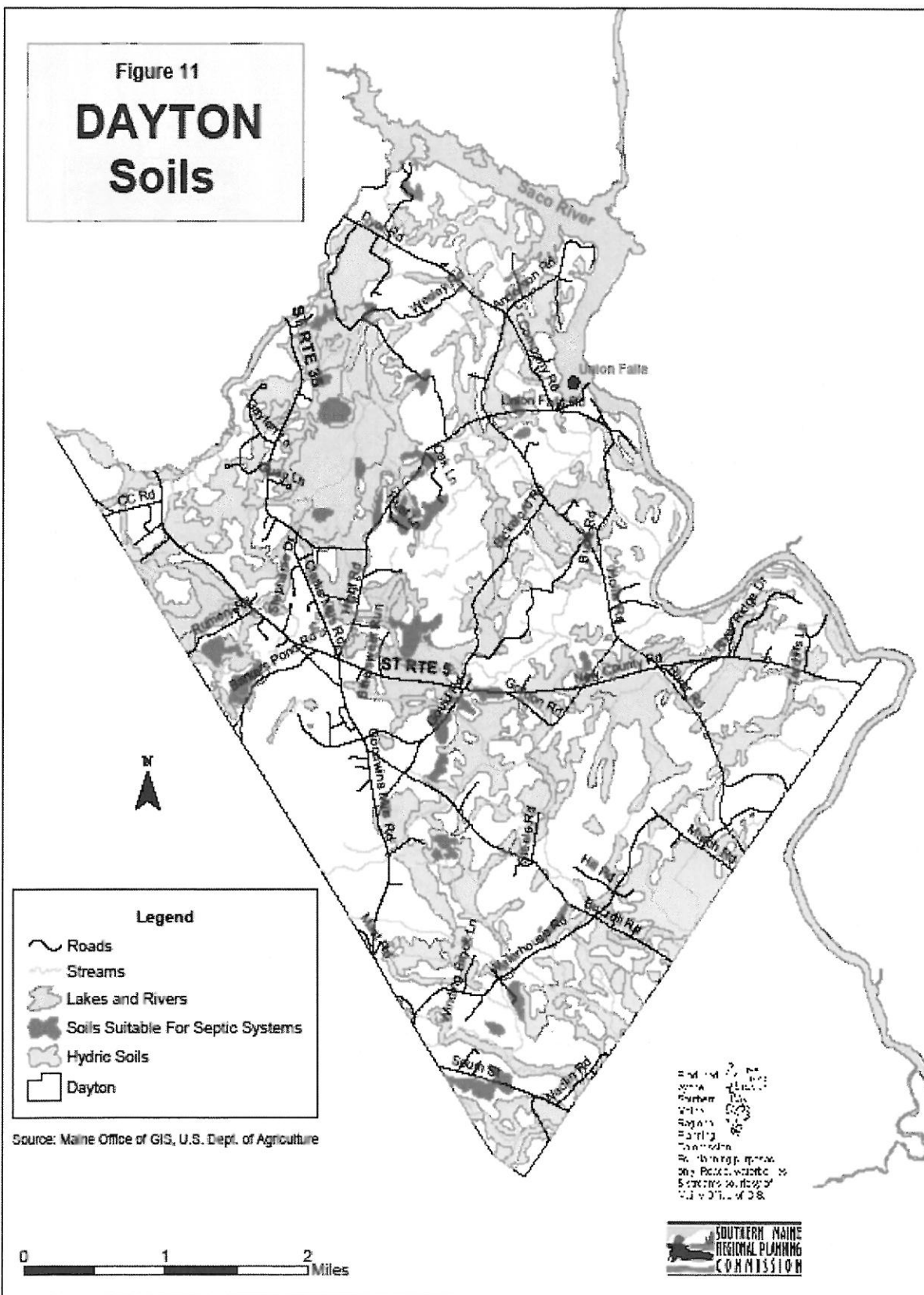
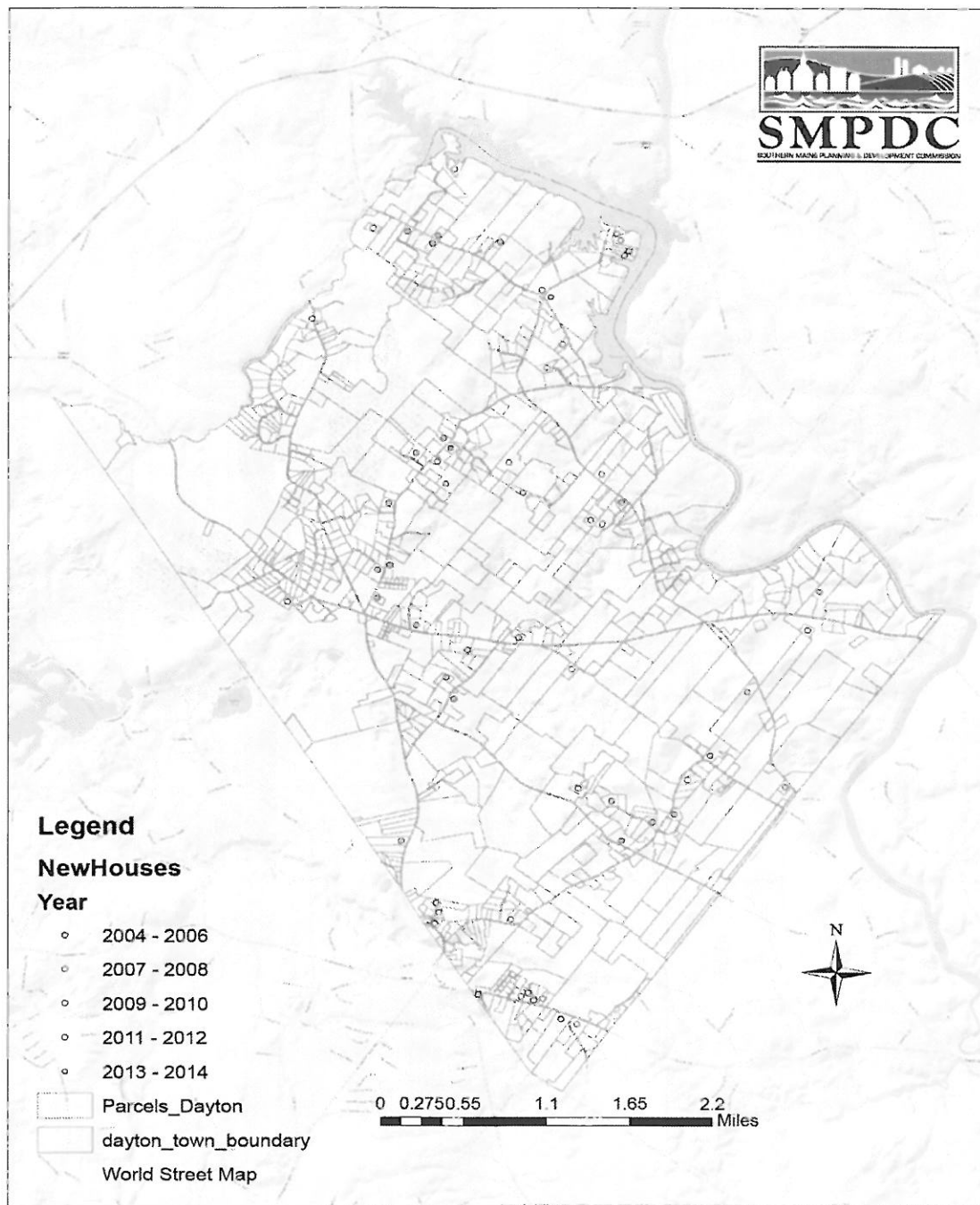


Figure 11
**DAYTON
Soils**





0 0.5 1 Miles

